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ABSTRACT

As the result of an extensive survey of the literature, analysis of current state plans for educating migrant farm workers, and site visits to nine programs serving adult farm workers in California, Florida, New York, Pennsylvania, Texas, and Washington, a two-volume final technical report on adult migrant farm worker education is presented. The first volume contains comprehensive information for adult education administrators and teachers and service agency personnel. It includes sections on: the study findings and recommendations; characteristics of the migrant farm worker community; alternative and innovative educational approaches to serving this population; a report of the site visits; effective outreach, recruitment, and retention strategies; appropriate support services; the roles of parent education and family literacy in adult education; assessment of student progress and program effectiveness; and a review of the literature. The second volume provides practical techniques for serving adult migrant farm workers for use in the classroom and community. It includes modified versions of several sections of the first volume and a basic skills curriculum framework and daily living skills course outlines. (MSE) (Adjunct ERIC Clearinghouse on Literacy Education)

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The Education Of Adult Migrant Farmworkers

VOLUME ONE

A Resource Base for Administrators and Teachers of Adult Education

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THE EDUCATION OF ADULT MIGRANT FARMWORKERS

Volume One

A Resource Base for Administrators and Teachers of Adult Education

Developed by
Slaughter & Associates, Woodland Hills, California
for the
U.S. Department of Education • Office of Vocational and Adult Education
January 1991

Cover Photograph
"Laotian family, strawberries $1.50 a flat." © 1988 Ken Light

> "The idea of democracy as opposed to any concept of aristocracy is that every individual must be consulted in such a way actively not passively that he himself becomes part of the process of authority, of the process of social control; that his needs and wants have a chance to be registered in a way that they count in determining social policy."
>
> John Dewey (1859-1952)

This is Volume One of the two-volume *Final Technical Report* submitted by Slaughter & Associates to the U.S. Department of Education, Office of Vocational and Adult Education (OVAE), in fulfillment of the requirements of Contract Number VN89008001/SB989-1-3210.

This publication was developed for the U.S. Department of Education, Office of Vocational and Adult Education (OVAE). However, the opinions, conclusions and recommendations presented herein do not necessarily reflect the position and policy of OVAE or the U.S. Department of Education, and no official endorsement by OVAE or the U.S. Department of Education should be inferred.

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ABSTRACT

The priority given to the education of adult migrant farmworkers by governmental and educational institutions, when it has received any attention at all, has been of a very low order. This project represents a comprehensive effort to identify and analyze the condition of adult migrant farmworker education in the United States and to recommend strategies for improvement of existing programs or implementation of new ones.

PROJECT PURPOSE, METHODOLOGY AND PRODUCT

In October, 1989, the Office of Vocational and Adult Education (OVAE) of the U.S. Department of Education contracted with Slaughter & Associates, a consultant firm in Woodland Hills, California to undertake a project concerning adult migrant farmworker education. The purpose of the project was to *develop a resource base which can be used by adult education administrators and teachers in planning, developing, and evaluating effective literacy programs for adult migrant farmworkers.*

To conduct project activities and develop the resource base, Slaughter & Associates organized a Project Team of experienced researchers and assembled a nationally representative Technical Advisory Group. The combined membership of these two groups comprises a wealth of knowledge and experience in the areas of adult and vocational education, as well as in the planning and administration of services for farmworker communities throughout the country.

There were three major phases planned in the sequence of administrative, investigative, analytical and creative activities that would lead to the project's final product: the publication of a two-volume work for teachers and administrators of adult education programs serving the adult migrant farmworker community.

- ☐ The first phase included a search for and review of pertinent literature, an analysis of current state plans for educating adult migrant farmworkers, and the development of a report on the *condition* of the "state of the art."
- ☐ The second phase entailed a series of on-site visits to 9 programs serving adult farmworkers in the States of California, Florida, New York, Pennsylvania, Texas and Washington. (These States account for 85 percent of the national farmworker population.) The purpose of the site visits was to gather primary source information about the applied field experiences of administrators, program staffs and students.
- ☐ Lastly, the Project Team prepared its Final Technical Report in the form of a two-volume work entitled *The Education of Adult Migrant Farmworkers.*
  - Volume One consists of a comprehensive, informational resource base for administrators and teachers of adult education, and agencies which provide services to the migrant farmworker community. This volume includes the following sections: Findings and Recommendations; The Migrant Farmworker Community; Educational Concepts; Report of Site Visits; Outreach, Recruitment and Retention;

Support Services; Parents, Family Literacy and Adult Education; Assessment of Student Progress and Program Effectiveness; and Review of the Literature.

- Volume Two provides practical applications for use in the classroom and the community for educational programs interested in servicing adult migrant farmworkers. This volume includes modified versions of several Volume One sections, plus a Basic Skills Curriculum Framework and Life Skills Course Outlines.

An assessment of the delivery of existing educational and vocational services to this "special population" forms the rationale for the two-volume resource base developed by the Project Team.

The final product includes the results of the first two phases as well as additional information developed during the course of the observations and analyses. It is expected to contribute to the improvement and expansion of the delivery of effective adult education programs to the migrant farmworker community.

All of the efforts of the Project Team and its Technical Advisory Group were directed at developing a useful and timely resource base for adult and vocational education practitioners to utilize in meeting the needs of adult migrant farmworkers. Therefore, this work also includes and synthesizes approaches to meeting social and economic needs that cannot be separated from the educational needs of adult farmworker learners.

The section on *Selected References and Resources* in each volume is structured to facilitate accessing information, resources and services which have been selected for their special relevance to the educational, vocational and support services needs of the migrant farmworker community.

A copy of the two-volume set of *The Education of Adult Migrant Farmworkers* costs $50, which includes postage and handling. Each volume may be ordered separately for $25. Only prepaid orders will be accepted. Reproduction of all or portions of the work is authorized and encouraged, but should be limited to non-commercial, educational purposes. Appropriate source credit is appreciated.

For more information about the project or the purchase of the publication, please write to Leonard S. Slaughter, Jr., Slaughter & Associates, 5819 Manton Avenue, Woodland Hills, CA 91367; or Servando J. Velarde, Director, Adult Migrant Farmworker Education Project, 5658 Laguna Quail Way, Elk Grove, CA 95758.

ACKNOWLEDGEMENTS

Slaughter & Associates and its Project Team owe a debt of gratitude to many people and agencies who deserve to be acknowledged for their important and meaningful contributions.

Volunteer Technical Advisory Group members, who devoted time, energy and commitment to the project, deserve special recognition. Their wisdom, strong support of the project, and insightful suggestions were instrumental in achieving successful results.

The representatives of the U.S. Department of Education made consistently valuable contributions throughout the life of the project. In particular, we wish to thank our Contracting Officer's Technical Representative (COTR), Paul R. Geib, Jr., for his patient and effective monitoring. Thanks are also due to Susan Webster, our Contracting Officer, for her excellent administration. We are indebted to Patrick Hogan, of the Division of Migrant Education, for his professional contributions. His deep understanding of the migrant farmworker community helped add compassion to our work. Finally, words cannot convey the positive impact that Joyce Fowlkes Campbell, of the Division of Adult Education and Literacy, had on everyone who participated in this project. Her constructive guidance, and the confidence she instilled in us, encouraged and sustained us in our efforts. The support of all departmental representatives was an important factor in the quality of work that was ultimately achieved.

The valuable information we gleaned from our site visits was due, in large part, to the welcome reception and professional courtesy we enjoyed from each of our hosts. We are pleased to recognize the special cooperation received from the following persons and agencies:

- In California, Russell Tershy, Executive Director of the Center For Employment Training (CET) and his senior staff.
- In Florida, Carlos R. Saavadra, Director of the Adult Migrant Program of the state Department of Education and his assistant, Linda J. Grisham.
- In New York State, Robert Lynch, Director of BOCES-Geneseo and staff; Stuart J. Mitchell, Executive Director of Rural Opportunities, Inc., and the following members of his staff: Rose Hart, Dave Hearn, Velma Smith and Margaret Taylor.
- In Pennsylvania, Nicole Ritterson, Director of the Center for Human Services.
- In Texas, Ms. Augie Peña of the League of United Latin American Citizens (LULAC); and Ernesto Martinez, Jr., Director of the Adult Program, Weslaco Independent School District.
- In Washington State, Gay Collins, Director of the Washington Human Development Corporation (WHDC) and staff; Chairperson Chris King and faculty at the Columbia Basin College; and Janet Anderson of the state's Department of Education.

We would also like to express our appreciation to all the unmentioned persons and agencies that have served migrant farmworker communities throughout the country for decades with unflagging perseverance and loyalty. Their valuable and dedicated community service has helped provide a basis for undertaking this project.

The Project Team acknowledges responsibility for errors of commission or omission. Our hope is that *The Education of Adult Migrant Farmworkers* will make a worthy contribution toward improving the quality of life in the American farmworker community.

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FINDINGS AND RECOMMENDATIONS

These findings and recommendations result from an extensive review of applicable literature, visits to adult farmworker education and training programs across the nation, and conferences and consultations with the project's Technical Advisory Group. They are not intended to be all inclusive. Findings and recommendations regarding specific program approaches are included throughout this report. The intent of these findings and recommendations is to offer experientially-based counsel on important issues of policies and procedures to the U.S. Department of Education, state departments of education, community based organizations, and practitioners of Adult and Vocational Education in order to improve the quality of educational services for adult migrant farmworkers.

FINDINGS

- The definitive adult migrant farmworker education program does not exist, although several programs offer useful and effective educational models.
- Several adaptable, transferable or replicable components of existing programs are described in the sections entitled: *Report of Site Visits*; *Outreach, Recruitment and Retention; Support Services; and Parents, Family Literacy and Adult Education.*
- Traditional adult education programs and curricula are inappropriate for farmworkers, primarily because of their mobility and need for a wide range of support services.
- The more effective programs provide a variety of individualized educational and support services which are specifically designed to meet the needs of adult migrant farmworkers. They focus on the "real world" perceived needs, desires and expectations of farmworkers.
- Most adult education programs are aimed at a static, largely urban population which is very different from the dynamic, mobile migrant farmworker population.
- Because the vast majority of adult migrant farmworkers do not speak English and many are illiterate in any language, educational programs must be able to provide initial instruction in the native language; then follow with bilingual instruction; and finally English-only instruction. This process helps meet farmworker acculturation needs while facilitating the attainment of functional literacy.
- The use of video, computers and other educational technologies offers some promise for meeting the needs of adult migrant farmworkers for portable and self-paced instruction, but there are no tangible incentives or funding to implement these systems.
- Other training programs do not make up for the limited migrant farmworker educational services now available through state and local programs of adult education. Less than 5% of the national farmworker population is served under Job Training Partnership Act, Title IV, Section 402 funding, despite being specially targeted for employment and training services.

- ❑ The extraordinary educational and support service needs of adult farmworkers are closely interrelated, yet adult education and social service delivery systems are separate, distinct and uncoordinated entities.
- ❑ Federal, state and local efforts are decentralized and uncoordinated. There is little systemic coordination of services for assisting farmworkers with education, health care, housing, job training, employment, legal services, and child care.
- ❑ The functions of linking, coordinating and ensuring non-duplication of services are generally left to isolated and underfunded nonprofit community-based organizations.
- ❑ The education of adult migrant farmworkers has not been a national or regional priority. The emphasis of Migrant Head Start and Migrant Education has been on preschool and K-12 education, and not on the education of adults.
- ❑ The primary education program intended to serve adult migrant farmworkers and immigrants, as promulgated in the *Adult Education Act*, has yet to be funded.
- ❑ There is inadequate compliance, enforcement and implementation of existing legislative mandates in education, health, housing, labor laws and worker-protection for migrant farmworkers.

RECOMMENDATIONS

It is recommended that the U. S. Department of Education take the following actions under consideration in order to improved the quality of education for adult migrant farmworkers:

- ❑ Take forceful measures to help the migrant farmworker community receive a fair and equitable share of the attention, commitment and resources of the jurisdictions in which they live and work. The Department should mandate adult education policies and procedures to require incorporation of the farmworker population as a specially targeted and funded population as in special programs for the handicapped and gifted.
- ❑ Use the stature, prestige and authority of the Office of the Secretary of Education to communicate a sense of priority for adult migrant farmworker issues to departmental staff, other related federal agencies, the Congress, and to the states' departments of education. The Department of Education should provide special incentives for states to prioritize adult farmworker educational needs.
- ❑ Coordinate planning for farmworker services on a national as well as local level. One option is for the Department to establish a national office of farmworker education interests. The office should be staffed with personnel experienced in farmworker matters, supported with sufficient resources, and placed so that it reports directly to the Secretary. This special interest office would analyze existing processes and systems and facilitate actions to make national, state and local services more appropriate for meeting farmworker needs.
- ❑ Promote the development of adult migrant farmworker education programs which:
  - offer comprehensive education and support services
  - integrate and offer concurrent literacy, life skills, and vocational education
  - structure education around the perceived needs of adult farmworkers
  - provide self-paced and transportable instruction.

❑ Establish programs to meet the educational needs of adult migrant farmworkers by paralleling approaches used for other groups who need special protection and support, such as abused and neglected children, handicapped and disabled persons, and high-risk youth.

❑ Develop mechanisms for fostering the integration and coordination of educational services for adult farmworkers, for example: an *adult* migrant student record transfer system, a national newsletter, and an 800 information and referral number.

❑ Encourage Congress to fund adult migrant farmworker education as stipulated in *The Adult Migrant Farmworker and Immigration Education Program* (34 CFR Part 436) of the *Adult Education Act*.

❑ Provide resources for training and technical assistance to state level programs of adult education to assist in developing programs to meet the specific educational needs of adult farmworkers.

❑ Expand the reporting requirements for submission of the *State Plans for Adult Education*. Require states to submit detailed reports of services rendered to adult migrant farmworkers and detailed plans for increasing services, to include outreach, recruiting and retention; family literacy education; and measures for overcoming barriers to accessing programs.

❑ Provide special assistance and resources to organizations, such as those identified in this publication, that have been effectively serving the educational and vocational needs of adult migrant farmworkers. The purpose would be to expand and enhance their services, and to enable them to provide training and technical assistance for other organizations wishing to serve adult migrant farmworkers.

THE EDUCATION OF ADULT MIGRANT FARMWORKERS

A Resource Base for Administrators and Teachers of Adult Education

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INTRODUCTION

"I know no safe depository of the ultimate powers of society but the people themselves; and if we think them not enlightened enough to exercise their control with a wholesome discretion, the remedy is not to take it from them, but to inform their discretion by education." — Thomas Jefferson

THE PREMISE

In formulating a perspective for our work, Slaughter & Associates and its Project Team began with the major premise that a functional view of education is needed, in contrast to the structural and institutional approach prevalent in most educational planning and administration. This obliged us to start with the learners and their needs, and to move from there to the question of what educational means might be most appropriate for meeting these needs. *As we saw it, this put the horse squarely before the cart.*

In so doing, we also shared a strong conviction with a growing number of educators, public policy makers, and consumer communities that education can no longer be practiced as a time-bound, place-bound process confined by traditional school programs and measured in terms of years of exposure, especially if it is to serve those most in need effectively.

PROJECT OBJECTIVE, METHODS AND PRODUCTS

The Office of Vocational and Adult Education (OVAE) of the U.S. Department of Education contracted with Slaughter & Associates, a consultant firm in Woodland Hills, California, in October of 1989 to undertake a research project concerning the education and literacy needs of adult migrant farmworkers.

The objective of the project, as expressed in the contract's requirements, was to *develop a resource base which can be used by adult education administrators and teachers in planning, developing, and evaluating effective literacy programs for adult migrant farmworkers.*

Project Scope of Work

The Scope of Work of the project involved the accomplishment of a series of interrelated tasks that would form the basis for the development of the aforementioned resource base as the project's final product. That resource base is the two-volume publication, *The Education of Adult Migrant Farmworkers.*

The developmental tasks were as follows:

- Select, recruit and convene a *Technical Advisory Group* (TAG), that would meet 3 times during the course of the project life. The TAG's purpose would be to advise on procedures, help identify sources of information, recommend program sites for case study review, and suggest strategies for accomplishing a series of tasks to attain the objective (development of a resource base).

- Conduct a comprehensive *review of the literature* related to migrant farmworkers and prepare a report on the *condition* of the state of the art.
- Conduct *site visits* to (at least) 6 adult farmworker literacy programs to obtain qualitative descriptive information and prepare descriptive profiles.
- Identify and describe effective *outreach, recruitment, and retention* strategies, and prepare a report of findings.
- Identify and describe effective *support services* and providers, and prepare a report and a directory.
- Identify *educational concepts* that should be taught in the areas of ESL, Math, Reading and Writing, and prepare a report.
- Determine the need for *curriculum development* in the aforementioned areas, and provide a report.
- Develop sample *instructional course outlines* based on prior findings and consultation with the department.
- Identify effective practices of *parental, family and community* involvement of adult migrant farmworkers in the education of their children, and provide a descriptive report.
- Identify measures and criteria for *assessment of student progress and program effectiveness*, and prepare sample checklists for each.
- Develop *implementation checklists* to help teachers and administrators implement instructional and support services.
- Assemble and prepare a *compilation of reports, products, and deliverables* into one quickly accessible *resource base* for administrators' and teachers' use.
- Prepare a *Final Technical Report* (resource base) suitable for an audience of adult education teachers and administrators as well as the general public.
- *Disseminate information about the project* via presentations at national education conferences and professional journal articles.

QUALIFICATIONS AND CREDENTIALS

Slaughter & Associates organized a *Project Team* of experienced researchers and practitioners to conduct project activities, accomplish the task requirements, and produce the resource base. The contractor also assembled a nationally representative *Technical Advisory Group,* whose exceptionally qualified membership is listed by name and affiliation in the *Acknowledgements* section. These two groups comprise a wealth of knowledge and experience in the areas of adult and vocational education, as well as in the planning and administration of services for farmworker communities throughout the country.

Profile of the Project Team

The following is a profile of the Project Team's aggregate qualifications and credentials, which enabled and facilitated the management of project activities, as well as the development of the various task products and creation of the resource base:

- *Professional Experience*: approximately 180 aggregate years.
- *Higher Education Degrees*: 2 PhD; 5 MA/MS; 1 MBA; 7 BA/BS.
- *Degree Awarding Institutions*: New York University; Oxford University; Pepperdine University; Princeton University; San Jose State University; Stanford University; State University of New York, Buffalo; University of California, Berkeley; University of Chicago.
- *Faculty and/or Administrative Appointments*: Columbia University; National College of Lebanon; New York University; San Francisco State University; San Jose State University; Sonoma State University; United States Air Force Academy; United States Military Academy; University of San Francisco.
- *Academic Disciplines Represented*: Alternative Education, Art, Business Management, Communications, Comparative Literature, Economics, Education (Curriculum and Instruction), Engineering, Journalism, Political Science, Philosophy, Psychology, Sociology, and Urban Planning.
- *Public Sector Projects* (as consultant, director, manager, planner or researcher): California Cities of Compton and San Francisco; National Institute of Engineering; National Science Foundation; State Departments of Education of California, Massachusetts and Ohio; U.S. Departments of Defense, Education, Health and Human Services, Labor, and State; U.S. Public Health Service.

PROJECT PLANS AND PROCEDURES

Three sequential phases were planned for the conduct of project activities that would lead to the development of a resource base to enable teachers and administrators of adult education programs to serve the adult migrant farmworker community.

- ☐ The first phase included a search for and review of pertinent literature, an examination of current state plans for adult education, and an analysis of the *condition* of the "state of the art" as it affected the educational needs of adult migrant farmworkers.
- ☐ The second phase entailed a series of on-site visits to 9 active programs serving adult farmworkers in the States of California, Florida, New York, Pennsylvania, Texas and Washington. (These states comprise approximately 85 percent of the nation's farmworker population.) The visits served to gather primary source information, and provided a first-hand opportunity to observe applied field experiences of administrators, program staffs and students.
- ☐ The third and last phase was dedicated to the preparation of the *Final Technical Report* in the form of the two-volume work entitled *The Education of Adult Migrant Farmworkers*.
  - Volume One, *A Resource Base for Administrators and Teachers of Adult Education*, consists of a comprehensive and informative presentation, synthesizing

theory and practice, for administrators and teachers of adult education and institutions that service the migrant farmworker community. This volume's *Table of Contents* identifies each section in an alphabetical format. Each separate section begins with its own expanded table of contents to facilitate identification and location of detailed information.

Volume One's sections are: Abstract, Acknowledgements, Findings and Recommendations; Introduction; The Migrant Farmworker Community; Educational Concepts; Report of Site Visits; Outreach, Recruitment and Retention; Support Services; Parents, Family Literacy and Adult Education; Assessment of Student Progress and Program Effectiveness; Review of the Literature; and a Directory of Selected References and Resources.

- Volume Two, *Applications for Teachers and Administrators of Adult Education,* provides a practical, "user-friendly handbook" for applied use in the classroom, in alternative instructional settings, and throughout the various migrant farmworker communities. Its structure is similar to the first volume, although the style of presentation and content vary. Volume Two includes modified versions of several Volume One sections that are appropriate for practical applications, plus a *Basic Skills Curriculum Framework* and sample *Life Skills Course Outlines.*

All of the efforts of the Project Team and its Technical Advisory Group were directed at developing a useful and timely document that would provide a baseline resource for adult and vocational education practitioners. *Its related, secondary purpose is to serve as a current, "one-stop" compilation of information, theory, practice and references that would be a point of departure for other researchers, planners and practitioners to build upon in meeting the continuing needs of adult migrant farmworkers.*

Therefore, this work also includes and synthesizes approaches to meeting *social, economic and cultural needs that cannot be separated from the educational needs of adult farmworker learners.*

Finally, the *Directory of Selected References and Resources,* which completes each volume, is organized to facilitate accessing information, resources and services which have been selected for their special relevance to the educational, vocational and support services needs of the migrant farmworker community.

Project Management and Direction

The successful management, orchestration and direction of project activities depended heavily on effective internal organization, timely and accurate communications, and consistent coordination. These were of particular significance, since Project Team members were scattered throughout California and TAG members were located from coast to coast. As noted in the *Acknowledgements* section, members of the Project Team were designated primary, secondary and tertiary roles and responsibilities.

The entire Project Team met formally on 7 occasions, or approximately once every 7 to 8 weeks, for full-day sessions to review progress, check on quality control, reevaluate organization and planning, and adjust the work program and schedules. Meetings and consultations among 2 or 3 members, who at any given time were collaborating on a particular task, were too numerous to count. Thanks to the availability of high technology communications, computer linkages, and overnight delivery services, distance and time factors were reasonably manageable.

The concerted experience and knowledge of the Technical Advisory Group was formally accessible during 3 intensive working sessions of one and one-half days duration. The TAG met initially in December 1989 in Washington, D.C., and again in May and August 1990 in Sacramento, California. Numerous contacts were maintained with individual TAG members throughout the life of the project, many of whom provided critical and constructive reviews of early draft papers, made pertinent technical and professional suggestions, and identified many sources of information and materials.

REVIEW OF THE LITERATURE

The current, expanded interest in the specific educational and support services needs of adult migrant farmworkers is relatively new, hence pertinent source materials are sparse.

Any literature about migrant farmworkers is rare, and usually limited to political, socio-psychological and economic expositions of their living and working conditions. Its readership is a narrow and select circle, primarily comprised of a handful of academic scholars and researchers, occasional social and human services providers, and a few political activists. Many of these are also the producers of this esoteric literature.

In the field of education and its various disciplines, the literature is almost totally devoid of information about this special population. While some educational programs addressing the subject of literacy have been in existence for over 100 years, programs and related materials addressing the unique educational needs of this specific adult population are relatively few.

The Project Team employed oral interviews and searched the literature of seemingly related populations, such as contemporary immigrants, refugees, and other groups of low-income, underemployed persons who are also classified as educationally and culturally disadvantaged. Program information was sought that appeared most susceptible to transference, replication or modification for the purpose of meeting the educational and vocational needs of the adult migrant farmworker community.

Numerous English as a Second Language (ESL) programs exist, for example, and considerable literature about them is available. Some of the more pertinent citations are presented in the *Annotated Bibliography* in the *Directory of Selected References and Resources*. Many publications in the literature of the Adult Education field emphasize the importance of recognizing the interests and needs of learners, but few of the ones reviewed identified curricular strengths and weaknesses, or the extent of educational activities targeted for unique Limited English-Speaking (LES) populations requiring extensive literacy education and multiple support services.

The *Review of the Literature*, as conducted by the Project Team, was structured to take advantage of diverse information sources, which included the following:

- Adult Education clearinghouse materials;
- Association of Farmworker Programs, Inc. (AFOP) reports and contacts with program staff;
- Administrators of Adult Education in high density farmworker sending and receiving states;

- Educational Information Resource Clearinghouse (ERIC) database;
- Job Training Partnership Act, Title IV, Section 402 Employment and Training agencies;
- National agricultural employer groups;
- National and state adult education and literacy materials networks (including National Council on Literacy; state-sponsored materials networks such as California's VOICE; literacy councils such as the Business Council on Effective Literacy);
- National curriculum coordinating centers;
- Recommendations of members of the Project's Technical Advisory Group;
- Research reports done by or known to the Project Team, and other publications recommended for review through contacts with colleagues experienced in adult education and migrant farmworker matters;
- Sociological dissertation abstracts.

State Plans for Adult Education

The current *State Plans for Adult Education,* as submitted to the U.S. Department of Education, were reviewed for references in each state's plans and programs about the education of adult migrant farmworkers. All state plans, except Alaska, Hawaii and the Commonwealth of Puerto Rico, were examined. The findings of this survey appear in the section entitled *Review of State Plans for Adult Education* in the *Directory of Selected References and Resources.*

SITE VISITS TO MIGRANT FARMWORKER AREAS

Site visits were planned to cover a variety of programs serving various regions across the country. The six states visited were California, Florida, New York, Pennsylvania, Texas and Washington.

These states include approximately 85 percent of the migrant farmworker population in the U.S. Three of the visits were made to migrant farmworker *homebase* areas in California, Florida and Texas. Other site visits covered *upstream* areas where large groups of migrant farmworkers work during harvest seasons.

Several different program sites were visited in the states of California, Florida, New York, Texas, and Washington to afford the Project Team the opportunity to observe the service delivery strategies of various providers, such as local educational agencies (LEAs), community colleges, and community based organizations.

Site visits in the six states where services are regularly offered to adult migrant farmworkers were conducted during the period of April through July, 1990. They followed the Project Team's review of the literature, state plans and related issues. This initial work and the team's review of several crucial issues, such as delivery of educational services, assessment, educational concepts, and support services, provided a framework for observing and describing current practices.

The site visits were intended to *observe in action* a variety of exemplary programs serving adult migrant farmworkers. Potential replicability of the program, or components of the program, was a particular emphasis of the visits. The *protocol* developed by the Project Team paid special attention to identifying key elements described in the section on *Educational Concepts*. These were compared with the local program's effectiveness in meeting the literacy and life skill needs of adult migrant farmworkers.

Site Selection Criteria

Criteria for selection of appropriate program sites reflected a set of interrelated factors that, when taken as a whole, would provide the Project Team with the best opportunities to observe a range of program offerings, delivery styles, service areas, and student populations. These were the factors that determined selection:

- *Geographic Considerations*: extension and density of MSFW population areas.
- *Population Characteristics*: Mexican, Central American, Haitian, American Black (Afro-American), Asian (Cambodian, Hmong, Lao, Vietnamese), Indian (Punjabi, Pakistani, Hindi); immigration status (documented, undocumented).
- *Service Delivery Agency Characteristics*: community based organization (CBO), local education agency (LEA); community college; Adult Education program, JTPA 402 service provider; homebase; upstream; different service models; range of services.
- *Program Characteristics:* extent of experience serving MSFWs; traditional, competency-based, or computer assisted instruction; concurrent versus sequential instructional approach; mix of offerings (ABE, ESL, VESL, Occupational Skills); related services (counseling, acculturation, parenting, family); support services (integrated or referral).
- *Location of Instructional Site:* static location; outpost or satellite learning sites; worksite locations; in-home instruction.
- *Order of Priority:*
  1. High MSFW density and targeted approaches.
  2. Low MSFW density and targeted approaches.
  3. High MSFW density and untargeted approaches.
  4. Low MSFW density and untargeted approaches.
  5. Profile "similar" to MSFW population and targeted approaches.
  6. Profile "similar" to MSFW population and untargeted approaches.
  7. Effective Adult Education program; no significant MSFW population.

Site Visit Protocol

The site visits sought to determine how field experiences, observed at specially selected program sites, related to the development of adult education and literacy programs of special value for migrant farmworkers elsewhere around the country.

The *protocol* developed for the visits comprised common elements that supported a systematic, disciplined collection and analysis of data about educational and vocational programs that appeared to be quite diverse, while sharing the common bond of serving the adult migrant farmworker community. Issues of potential program *replicability* and availability of *documentation* to amplify direct field observations, were central to the development of the *protocol*.

The conduct of the site visits was, in many respects, similar to the elicitation of expert knowledge used in the construction of *expert systems*. These include the use of unwritten information, implicit hypotheses, and intuitive problem-solving. *The protocol designed for the program site visits helped to challenge practitioners to discuss what they did, as well as how and why they did it.*

The *protocol* for the visits followed a general pattern, as outlined below:

- Preliminary contacts with program site authorities, by telephone and correspondence, to set up dates, times and local logistical support. These arrangements were followed up and confirmed prior to departure for the site.
- Initial on-site consultations with program directors, managers and senior staff about the purposes of the site visit, facilitation of access to staff, students and areas, and agreement on mutually convenient scheduling to assure minimum interruption of normal activities.
- Discussions with instructional staff, and observation of classes.
- Discussions on student assessment, materials and methodology, course outlines, and other program related matters and activities.
- Discussions with learners.
- Observations about the geographic area, population and farmworker community.
- Exit conferences with program staff on matters relating to potential for replicability, problem solving strategies, future developments and refinement of the program.

Site Visit Data Collection

The collection of data at each program site followed an outline that the Project Team developed. It was forwarded to host program directors prior to the visit to provide clear indication of the visit's intentions, and to help expedite a disciplined collection of information. After the visits, the completed outline evolved into the *Report of Site Visits* contained in Volume One, with some minor modifications to accommodate program differences. The outline is described as follows:

- Characteristics of Population Served
- Characteristics of the Service Area and Service Provider
- Program Context and Content
- Outreach and Recruitment Strategies
- Educational Concepts and Instructional Approach
- Support Services
- Delivery Systems
- Assessing Student Progress and Program Effectiveness
- Parental Involvement (later expanded to include Family and Community)
- Replicability Factors

EXTRAORDINARY CIRCUMSTANCES OF MIGRANT FARMWORKERS

An extraordinary set of circumstances affects the lives of migrant farmworkers so consumedly that it becomes imperative that these conditions be considered carefully before attempting to focus on a singular educational solution to a whole constellation of grievous problems.

Foremost among the many problems that plague the lives of migrant farmworkers are:

- the instability of their employment;
- the attendant factors and forces that sustain that instability; and
- the incapacity of the American social justice system to afford them any relief.

Consequently, it behooves the Project Team to present a capsule version of the more distressing problems faced by the migrant farmworker community. *Our expectation, in so doing, is that administrators and teachers of Adult Education may have a realistic context in which to apply the lessons we hope they will find worthwhile in these volumes.*

Stabilization of the Farm Labor Force

Stabilizing the farm labor force is a critical issue that severely impacts the agricultural industry, the economies of dependent local communities, and the farmworkers. The multi-billion dollar annual agricultural production of the U.S. contains a high level of labor-intensive crops, which generally include vegetables, fruits, nuts and nursery products. These are the crops that provide work for migrant farm labor.

The stabilization of the U.S. farm labor force, comprised almost entirely of migrant and seasonal farmworkers (MSFWs), requires a comprehensive, coordinated and multi-dimensional effort by public and private sectors at national and state levels. This effort must include the integration of the following interdependent elements:

- Available and affordable housing;
- Comprehensive health benefits and services;
- Adult basic education, vocational education and literacy programs;
- Enforced protection from work related illness and injuries;
- Improved matching of labor supply and demand;
- Technical training to upgrade employment in agriculture;
- Compliance with legally established fair employment practices;
- Compliance with child labor laws, and other worker-protective laws.

Without a holistic treatment of the major problem of instability, permanent solutions to migrant farmworker problems are not foreseeable in the near future.

Agriculture, Farmworkers and the Law

American agriculture is an industrial phenomenon on the national and international landscapes. It leads the world with its technology, its massive production capacity, and the unmatched quality of its harvests. In concert with the nation's great universities, it has no peer in agricultural research and development nor in the management, economics and politics of agricultural affairs. Scientists and serious students from all over the world of agriculture flock to the United States to observe, learn and marvel.

There is one glaring exception. America's agriculture suffers an aberration that mars the quality of this large and powerful industry and its otherwise remarkable achievements: *its ambivalent relationship to its work force.* That relationship has classical symptoms that are colloquially described as "Can't live with them and can't live without them."

Growers and producers of labor-intensive crops throughout the country's fertile and abundant land are totally dependent on the availability of a specified number and kind of farmworker at the right time and place. Year in and year out, this dependence spells the difference between profit or loss.

On the other hand, the industry's public behavior toward its labor force is often marked by a callous indifference to basic human needs. At times, it demonstrates a flagrant disregard of its employees' legal and civil rights. Moreover, it is public knowledge that the industry violates federal and state laws and regulations intended for the protection of worker health and safety with almost total impunity.

Ambivalent conduct of this nature is characteristic of the anti-social behavior of *abusers,* whether of harmful substances, of the law, or of human beings. When it becomes systemic in human organizations, social psychologists call it *institutional violence,* and a healthy society acts to heal itself of this aberrant and destructive behavior.

Agriculture is the last American industry where such a strong disjunction exists between employers and employees. Owners and workers continue to maintain unyielding, adversary relations with each other. This obstinacy is much more reminiscent of American labor-management conflicts of a century ago, than of a modern-day industry approaching the 21st century. The costly intransigence is even more baffling since it emanates from an industry that is painfully aware of the threatening economic changes occurring in today's domestic and international marketplaces.

Migrant farmworkers throughout the U.S. do not need new laws, statutes, ordinances, and regulations to add to existing legal rights and protections. They need compliance with the law, and strict enforcement of the law in the absence of compliance.

Education

Adult Education, Vocational Education, and English as a Second Language (ESL) programs serve less than 10 percent of the nation's predominantly Spanish-speaking adult farmworker community. Seventy percent are 25 to 44 years old and average 5.5 years of prior schooling, very little of it in American schools.

Migrant Education programs (K-12) lose approximately half their initial enrollments by the 9th grade. One in 10 completes the 12th grade. Few migrant farmworker families with pre-school age children can avail themselves of early childhood education programs such as Head Start.

Most farmworker children enter the first grade with disadvantages that later manifest themselves as severe learning problems. In the early grades, a pattern of academic failure develops that precedes early drop out a few years later. Pre-school academic deficits in migrant children are a result of:

- poor prenatal care and nutrition;
- sporadic family health care;
- an absence of intellectually stimulating materials; and
- a lack of positive experiences in their constraining social environments to help ease the process of acculturation.

Conclusion

Migrant farmworkers cannot work their way out of poverty. Their only way out is through education and training, followed by decently paid, stable employment. The men, women and children of the migrant farmworker community need help in getting the academic and vocational instruction that will empower them to help themselves. This will also enable them to recognize and choose among alternative ways of being and living.

*Strong and courageous educational leadership is needed to bring a **fair share** of the vast federal and state resources to bear on the issues impacting the quality of life of the migrant farmworker community of the United States.*

THE MIGRANT FARMWORKER COMMUNITY

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THE MIGRANT FARMWORKER COMMUNITY

America's migrant farmworkers comprise a most unique community. They represent the equivalent of a Third World community in the midst of the most affluent and technologically developed post-industrial nation in the world. The social, cultural and economic gaps between the farmworker and mainstream societies are ever widening. Providing educational, vocational and support services to the adult migrant farmworker community is one of the important societal challenges of the 1990s.

FOCUS

In July, 1986, the late Congressman Mickey Leland, Chair of the Select Committee on Hunger of the United States House of Representatives, eloquently and succinctly described the condition of the nation's farmworkers as follows:

> *[They are] ill-housed, ill-clothed, ill-fed, undernourished, undereducated, underpaid, and facing enormous health hazards. [They are also] politically powerless, socially isolated, excluded from much of the work-protective legislation other American workers take for granted, and unable to compete in the labor market for the higher wages that would permit them to resolve their own problems or ameliorate the bleak reality of their existence.*

This perception is essential for developing the capacity to understand and to be able to respond to the educational and vocational needs of America's migrant farmworker community.

DEMOGRAPHICS

Definitions

Alternative definitions of "migrant farmworkers" abound and yield diverging profiles of the population. Though a 1985 National Governors' Association Conference issued a consensus recommendation giving top priority to adoption of standard definitions regarding farmworkers, to date no progress has been made in this effort.

There is, however, consensus among a wide range of experts that 1980 census data does not provide a very accurate profile of the farm labor force. A great deal of effort has been spent in attempts to adjust the 1980 census data, but the results have not been very satisfactory.

Major sources of definitional variation regarding farmworkers include: a) the scope of farmwork, b) the recency of farmwork, c) the amount of farmwork performed, d) inclusion of dependents, and e) definition of migrant, as opposed to seasonal, farmworkers. Variations in definitions stem from different legislation and departmental regulations interpreting that legislation. The most troublesome differences stem from the variances among the U.S. Departments of Education and Labor, and the Justice Department's

Immigration Reform and Control Act (IRCA) based definitions used by all federal agencies for research and policy regarding the farm labor force.

The definition of "migrant farmworker" promulgated by the U.S. Department of Education (34 CFR Part 425) is distinguished by a broad definition of farmwork, including forestry, livestock, dairy, and poultry workers (in contrast to narrower definitions which identify a core of seasonal agricultural service work). The requirement of migration is defined as having moved to seek work within the previous 12 months. The definition is further distinguished by narrow eligibility criteria that do not include farmworker dependents as derivatively eligible. Finally, the migration provisions are flexible in that the criterion of movement across school district boundaries includes as migrants a large number of farmworkers considered by other agencies to be seasonal farmworkers. Due to a lack of definitional standardization from different sources, no definitive data are available regarding the exact size, characteristics, or distribution of program-eligible migrants. However, despite the extraordinary definitional complexities, a profile of the target group, which generally reflects the whole population, is possible.

Ethnic Composition

The best data on the migrant farmworker population comes from the National Agricultural Worker Survey (NAWS), an ongoing special-purpose survey by the U.S. Department of Labor initiated in July, 1988 and continuing through 1991. Based on NAWS, 67% of the farmworker population consists of foreign-born Hispanics, 22% U.S.-born Whites, 4% U.S.-born Hispanics, 4% U.S.-born Blacks, and 3% Asians and others (Mines, 1989 unpublished data). However, the NAWS somewhat underrepresents migrants; the actual migrant population is likely to include a significantly higher proportion of U.S.-born Hispanics and U.S.-born Blacks and fewer U.S.-born Whites, than indicated by the NAWS sample.

There are significant variations in the ethnic composition of the farm labor force from one community to another. The most ethnically heterogeneous migrant stream, the Eastern Migrant stream, which formerly included many U.S. Blacks, some Haitians, and some Whites from Appalachia, is coming to be dominated by recent immigrants from Central America and Mexico. The ethnic composition of the Midwestern and Western farm labor force continues to be overwhelmingly Mexican, although the Midwestern farm labor stream includes many "green card" Mexicans residing in Texas who are, if not citizens, firmly established U.S. residents.

English Language Capability

A variety of studies strongly suggest that the foreign-born Hispanic population continue to have severely limited-English capability for many years after they have arrived in the U.S. While rate of language acquisition is affected by age of entry into the U.S., the strongest factor affecting migrant farmworkers' acquisition of English is that most live and work in environments where the bulk of social and economic transactions are conducted in Spanish language enclaves. The most recent of these studies, the Comprehensive Adult Student Assessment System (CASAS) survey of California ESL/Civics class enrollees (CASAS, 1990) shows that over 80% of immigrants residing in the U.S. for eight years or more have less than a functional level of English ability. Farmworker acquisition of English is probably much slower than that of urban immigrants. A recent survey of SAWs (Kissam and Intili, 1988) shows that 93% of immigrant farmworkers who had lived in the U.S. an average of five years spoke no English, or only "a little" English. Consequently, the study estimates that at least 70% (and perhaps as many as 85%) of the migrant population—which includes Asians and Haitians, as well as Hispanics—has extremely limited use of English. Because of changing conditions which affect international migration, a small but significant number of Mexican and Guatemalan farmworkers speak an Amerindian language (e.g. Kanjobal or Mixteca) as their primary language.

Educational Levels

Information on migrant farmworkers' educational levels is full of uncertainty because the main sources of information come from program data which do not reflect the education of the overall population but, rather, that of a self-selected population. Recent studies also show that education is inversely correlated with age, reflecting improving educational environments among younger U.S.-born and Mexican-born farmworkers.

The decade-old Farmworker Data Network study of 26,000 adult farmworker clients of farmworker service agencies shows an average educational attainment of 7 years of school. This data, however, underrepresents immigrant farmworkers because program participation was, in many instances, tied to legal immigration status.

A national probability sample of migrant farmworkers analyzed by Michael Cortes in 1973 shows an average educational level of 3.4 years for handicapped farmworkers. A 1988 report on the status of migrant farmworkers shows an average educational level of 6.5 years of schooling. This report is based on program data and educational attainment and not on educational competencies; thus, it is likely to represent a high estimate of educational levels for farmworkers. Since the program data were collected in 1985 and 1986 from JTPA Title IV, Section 402 service providers, (Migrant Farmworker Programs), it underrepresents the immigrant farmworker population.

A survey of immigrant farmworkers in California (Kissam and Intili, 1988) showed an average educational level of 5.4 years. An important revelation in this survey was the effect of years of schooling in Mexico. The ethnographic literature on Mexican immigrants (Massey, Alarcon and others, 1987) suggests that most U.S.-bound immigrants' educational achievements are lower than their level of schooling would suggest since most missed substantial amounts of school while they were children in Mexican sending communities.

The best estimate of the educational competencies of the adult migrant farmworker population is that about 80 percent are "educationally disadvantaged" in the context of the Adult Education Act's definition, that is, having fifth grade literacy levels or less. A relatively small sub-group of U.S.-born farmworkers, who are school dropouts, are more likely to be at the higher end of the literacy scale; that is, functioning above fifth grade level but below ninth grade level.

Farmworker Demography

Currently ongoing ethnographic work in farmworker communities suggests that the demography of the farm labor force is important in understanding the educational needs of the population. While the farm labor force is, overall, a young one, it appears that the migrant population consists of several disparate sub-groups: an aging group of "green card" workers in their 40's and 50's who entered the U.S. as part of the *Bracero* program and have continued in farmwork; a group of first-generation U.S.-born workers of

Mexican ethnicity, many of whom dropped out of school and went into farmwork; and a very large group of recently immigrated young Mexican and Central American farmworkers.

It is also important to recognize that the farm labor force is a male-dominated one. According to the NAWS data, 78% of farmworkers are male, while the remaining 22% are female. NAWS data, however, specifically excludes the employees of fruit and vegetable processing firms who are predominantly female and who, ethnographically, are part of the migrant population. These consist primarily of the wives and daughters of male field workers. Since this group would appear to be "farmworkers" under the "agriculture-related" criterion of farmwork occupations, this group should be considered an important sub-group, increasing the proportion of women in the "universe of need."

The heterogeneity of the current migrant farmworker population has important implications for our understanding of the demands placed on adult education curricula. Because the life and career strategies of each of these sub-groups are likely to be distinctive, and since curricula should be responsive to learners' individual needs, we must consider the relevance of curricula to the needs of each distinctive group.

Limitations of Demographic Data

Precise demographic data about this mobile, silent and often invisible community are difficult to gather and analyze. Relatively accurate and fairly current information, although fragmented and narrowly defined, is available in some federal departments such as Agriculture, Education, Health and Human Services, and Labor. Counterpart state-level departments and some specialized academic communities also collect, analyze and publish information about the migrant farmworker population. *What is lacking for federal and state planners, public policy makers, administrators and providers of educational, social and vocational services is a centralized and coordinated collection, analysis and application of the data.*

SOCIOLOGICAL CONSIDERATIONS

Migrant Farmwork

Migrant farmworkers throughout the United States are recognized as the "poorest of the working poor." On average, they are agriculturally employed half the year and seldom earn more than $6,000 a year. They qualify permanently for the "below poverty level" list, regardless of the rise and fall of economic indices. Migrant farmworkers are the prime example of that growing *underclass* of Americans who cannot escape poverty by means of hard work.

It is important to recognize that migrant farmwork is not a lifelong career. A great deal of political and policy controversy has swirled around the desirability of programs designed to help farmworkers leave farmwork for other, more stable, better-paying occupations. Experience with farmworkers indicates that the vast majority will inevitably leave farmwork, either due to occupational disability (often work-related), or to the lack of competitiveness in a work arena where earnings are usually based on productivity at extremely demanding physical tasks (Cortes, 1975; Mines and Martin, 1986; Wilk, 1986; Kissam, 1987; Kissam, Griffith, Runsten and others, 1990).

In addition, the nature of farmwork is rapidly changing; a first wave of mechanization in the 1970s and 1980s is leading to a second wave of workplace reorganization, creating a double tier of agricultural jobs (the bottom tier requiring minimal literacy skills, the second tier requiring increasingly higher levels of literacy). Like the rest of America's resource industries, agriculture now relies, and will increasingly rely, on high technology. Few U.S. farmers operate farms any more; they manage agribusiness operations. Particularly in the Western U.S., there is a great deal of ongoing aggregation of agricultural operations (Villarejo, 1988) and an explosion of agricultural service firms (including farm labor contractors). The overall industrial concerns of "Workforce 2000" (e.g. learning to learn, the *three R's*, reference skills, communication skills, creative thinking and problem solving skills, career awareness and development skills, interpersonal negotiation and teamwork skills, and effective organizational leadership skills) apply, to a great degree, to agriculture, as well as other industrial sectors.

Finally, there are demographic factors and developments subsequent to immigration reform which are likely to destabilize the settled farm labor patterns of the 1970s and 1980s. The work lives of migrant farmworkers are, currently, changing rapidly and can be expected to change with increasing rapidity in the future.

High levels of post-IRCA immigration resulted in widespread farm labor surpluses in 1990, and are likely to continue in the future. This makes it imperative for current U.S. farmworkers to achieve educational competencies to supplement limited agricultural employment with other jobs (Mason, 1990; Palerm, 1991; Kissam, Griffith, Runsten and others, 1991).

However interpreted, whether as the provision of "survival skills," "life skills," or "basic skills" (as defined by employer or industry needs), the question of formulating educational objectives for programs serving migrant farmworkers will, of necessity, need to be cognizant of the broad economic and social factors which can be expected to make the overall life strategies of migrant farmworkers more turbulent in the 1990s than they have been at any point in the past two decades. Thus, this report devotes substantial attention to the challenging issue of defining "basic skills" and the ways in which skills acquisition demands, articulated by either adult migrant farmworkers themselves or by those who employ them, may affect curriculum needs.

Distinctive Educational Needs

Career and life strategies, educational levels, and learning styles of sub-groups among the farmworker population are likely to be very different. Significant groups that our investigations indicate must be distinguished in the context of program design alternatives and curriculum development include, but may not be limited to, the following categories:

- Older, limited English-speaking farmworkers, with very low educational levels;
- Young, bilingual or English-speaking school dropouts;
- Young farmworkers, recently-emigrated from rural areas in Mexico, whose sole occupational experience is farmwork, who have extremely limited English proficiency and very low educational levels;
- Young, recently-emigrated farmworkers, whose previous experiences included jobs outside of farmwork in manufacturing or service industrial sectors, who have very limited English proficiency but relatively high educational levels (post-elementary).

The distinction between "older" and "younger" farmworkers is an arbitrary one. However, in terms of career and life strategies, the 35-plus age group is in a very different position from younger learners. Men in this older age group have special need of basic skills to allow them to move up a career ladder in agriculture or to seek and retain employment outside of agriculture. Women in this same age group should experience less occupational pressure than the men. While both men and women in the 35-plus age group are likely to speak some English, the difficulties they experience in competing in the workplace are very serious.

The younger, English-speaking and bilingual school dropouts are most likely to be culturally and socially very similar to the general population of "high risk" youth and adult learners.

The group of recently-immigrated farmworkers may not be as educationally motivated by occupational pressure, (since they are at the peak of their earning power in agriculture), as by the desire to acquire "survival skills" for living in the United States. A few, however, may have strong career aspirations which they know will require learning English and developing literacy skills. Most are likely to be functionally illiterate in Spanish as well as in English.

The last of these four groups, the Mexican and Central American immigrants from urban areas, most conveniently referred to as "economic refugees," are likely to have a substantially better education than any of the other groups. Many will have more experience outside of agriculture and would be very strongly motivated toward more remunerative occupations. Farmwork, for them, is only a means of moving through the "golden door" of U.S. career opportunity. Although they are relatively literate and many will have had very positive school experiences, they are severely limited in English.

In summary, the migrant farmworker population is a diverse one, likely to seek education for a variety of reasons; to come to learning with a wide variety of experiences, and competencies; and to require a variety of learning outcomes in order to make their educational experience a successful one. The adequacy of existing curricula and program designs must be assessed with respect to their capacity to deliver adult educational services in a context which allows outreach to migrant farmworkers, scheduling that is flexible, and program support which allows some "leeway" or respite from learning and which meets individual learners' specific objectives.

As noted above, definitional differences lead to greatly varying estimates of the total population of migrant farmworkers. A conservative estimate of the migrant farm labor force, as defined in the Adult Education Act, which *excludes* farmworker dependents who do not themselves work in farmwork, is approximately 3 million persons.

The size and distribution of this unique population is difficult to calculate with precision. What is known is that the national population of farmworkers is concentrated in a "first tier" of three "homebase" states: California, Florida, and Texas, where somewhere around 65-70 percent of the U.S. migrant farmworker population live, and a "second tier" of states where another 20-25 percent of the population reside. These latter states include: Washington, Oregon, Idaho, Colorado, Arizona, New York, Michigan, Minnesota, Ohio, Illinois, Wisconsin, North Carolina, and Georgia. Finally, there is a "third tier," consisting of the balance of rural states where the remaining 5-10 percent of the population is based. Current field reports from program providers, and Richard Mines' analysis of the NAWS data, suggest that the post-IRCA trend among recently-immigrated migrants is to settle out in some "upstream" states, as well as in traditional, homebase states.

Farmworker Community Strengths

Migrant farmworkers should be perceived as members of whole communities, comprised of men, women and children, who live in both nuclear and extended families, and who demonstrate the best of human group behavior. They are cooperative and collaborative, and demonstrate supportive behavior towards each other and to those who befriend them. They enjoy and maintain a high level of group integrity, loyalty and pride. Migrant farmworkers have a work ethic unmatched by any other occupational group. They have a deep love for their children, are committed to strong family ties, and exhibit genuine affection for others in their communities.

One perception of this unique community is that the national farmworker population actually represents a viable *Third World community* growing in the midst of the most highly developed, technological country in the world. When viewed in this light, many of the problems of accessibility, communication and acculturation become clearer, and a better understanding is possible of the conflicting values between U.S. sociocultural institutions, such as schools and other service-providing agencies, and the farmworker community. This view may be useful to administrators and teachers of adult education programs in framing plans and strategies for serving the migrant farmworker community.

Contributions to the Society

Farmworkers *contribute much* of themselves to our society with their intensive hard labor and intelligence, their undaunted spirit, modest pride and optimism, their rich language, music and dance, their love of family, children and community. They possess a high degree of group cooperation and a very low order of competitive greed. Their introduction as students or parents to the American educational system, with its competitive gamesmanship and meritocratic values, is often a harsh, confusing, and traumatic social experience.

With patience and sensitive perceptiveness, teachers and administrators can learn much from adult migrant farmworker students. Many of the healthy values of our mainstream culture, which we lament losing in recent years, are present in abundance in migrant farmworker families and communities. Despite their social isolation, grinding poverty, and other conditions destructive to human development, they manage to maintain very high levels of *personal integrity, family unity, and community loyalty*. In this respect, the farmworker community has something meaningful to teach us as we try to recapture and reinstitute many of these higher-order values in the American mainstream society.

Farmworkers *take very little* from society and cost less than any other sector of the American population, while contributing an equitable share of employment and consumer taxes. Their communities enjoy statistically insignificant crime rates, they have high employment levels when work is available, seldom utilize publicly subsidized social services, and, unfortunately, fail to take maximum advantage of educational and health services. Since they have no representative voice of their own and few, if any, are eligible to vote, their capacity for impacting the political system is virtually nonexistent. What occasional representation they do get is reactive and largely limited to help from advocates.

Farmworkers have no process for asking anything of The System; their cultural values militate against public confrontation with recognized authority figures or institutions, and the word "demand" is alien to their nature. Hence, they are seldom listened to and almost never heard.

The Effects of Social Isolation

Perhaps the most grievous aspect of the migrant farmworker community's condition is its *social isolation* from the mainstream society and its everyday activities. In this separateness are found manifestations of several anti-democratic elements that are destructive to the human condition:

- the erosion of individual and community esteem by the constant necessity to be represented by, interpreted for, and explained to, by some third party, well-meaning or not;
- an absence of economic and political empowerment, and very limited means of redress;
- the psychologically disabling recognition that their occupational identity—migrant farmwork—is negatively perceived by the rest of society. They do work that no "normal" person would want to do, and are reminded of that every day. *In a recent national survey, farm work was ranked as the most undesirable occupation on a list of 250.*

Perhaps most damaging of all is the migrant farmworkers' self-image. They see their state as their natural lot in life. Their often-expressed rationale for this self-image is that their life must be deserved, given the apparent disregard of others for them and their deplorable conditions.

Oftentimes, even the best of well-disposed helping professionals, such as school and social service personnel, reinforce the farmworkers' sense of being perceived as persons of low value. This happens, unfortunately, when they are publicly identified as persons (or a group) requiring *inordinate* efforts to accommodate their basic deficiency needs. *Our helping programs and services are not philosophically oriented nor operationally disposed to function satisfactorily with anonymity.*

Maslow's *Hierarchy of Needs*

Adult Education administrators, teachers and counselors will find in Dr. Abraham Maslow's hierarchical matrix of human needs, a useful foundation with which *to begin building an assessment of the needs* of migrant farmworkers, their families and communities, since they need *everything* the mainstream society has available.

MODEL OF MASLOW'S HIERARCHY OF NEEDS

ORDER	NEED
I. Highest Order	Self Actualization of the Individual
II Growth Needs (Meta-needs of equal importance)	Truth, Goodness, Beauty, Aliveness, Individuality, Perfection, Necessity, Completion, Justice, Order, Simplicity, Richness, Playfulness, Effortlessness, Self-Sufficiency, Meaningfulness, Self Esteem, Esteem by Others, Love and Belongingness
III. Basic and Physiological Needs (Deficiency Needs)	Safety and Security, Air, Water, Food, Shelter, Sleep, Sex
IV. The External Environment (Preconditions)	Need Satisfaction, Freedom, Justice, Orderliness
V. Lowest Order	Challenge, Stimulation

OVERVIEW OF PROGRAMS AND LEGISLATION

A wide range of federal legislation identifies migrant farmworkers as a "target group" due to their occupational and social segregation and to the extreme economic, social and educational disadvantages they experience. *The effectiveness of farmworker service providers is directly related to their understanding of the farmworkers and their environment, and to the establishment of flexible service delivery systems.*

Although programs such as *Migrant Education*, *Migrant Head Start* and *Migrant Health* have provided extensive and valuable experience in serving a portion of the migrant community, the educational needs of adult farmworkers have been addressed in a much more limited fashion. Agencies eligible to participate under the *Job Training Partnership Act* (JTPA), have been the primary providers of adult education services; these programs provide educational instruction in the context of employment skills training. There are also a limited number of Local Education Agencies (LEAs) which have adapted traditional adult basic education approaches to meet the needs of migrant farmworkers.

The *Adult Education Act* is a unique piece of federal legislation in its recognition that the migrant farmworker labor force consists, in large part, of recent immigrants for whom farm labor is the first "stepping stone" into the mainstream of the United States labor force. The Act also strongly favors targeting of services to those who are most educationally disadvantaged as well as to learners who are currently, or were very recently, in the farm labor force.

The educational needs of adult migrant farmworkers must be considered in the context of employability. Since the physical demands of farmwork mitigate against continuing as a laborer beyond middle age, an educational foundation which will enable them to upgrade their agricultural skills or move into non-agricultural jobs is a necessity.

It is also important to recognize that the composition of the farm labor force changes greatly from one area to another. While the majority of migrant farmworkers are foreign-born immigrants with seriously limited English language skills, migrants born in the United States have distinctive and equally demanding adult education needs. One commonality is that virtually all farmworkers have very little education, averaging 5-6 years of schooling. Both foreign- and U.S.-born farmworkers need educational assistance in making the cultural transition into the mainstream of contemporary industrial society.

The diversity of the migrant farmworker population requires that effective adult education incorporate local planning efforts to adapt generally effective models to the special scheduling, language, and employability needs of migrant farmworkers.

Current perspectives on literacy emphasize the need for a wide range of skills to achieve social and economic equity in an information-based society. These include the skills of reading, writing, computation, problem-solving, career planning and communications. Improved skills are necessary to access and remain in future agricultural jobs, as well as in the mainstream industrial work force. Concepts of literacy are strongly driven by industrial demand but must also incorporate "life skills."

Given the prevailing educational levels of migrant farmworkers and considering the demands of both home and workplace which confront all adults in contemporary society, the amount of time and effort required for migrants to achieve minimum competencies is likely to be so great that programs will ideally prepare them for "continuing education," since short-term courses will not adequately meet their needs even when delivered effectively.

Educational services should be provided, to the extent possible, in connection with *real life activities*, with appropriate content for adults, as opposed to material developed for children or teenage learners. Determining an individual student's educational objectives should be a collaborative process; similarly, progress reports should be provided to the student on a regular basis. Class schedules must be adapted to account for both the seasonality and the work schedules of the migrant student. Support services are an essential element in adult education for migrants because personal or family crises may interfere with learning. These supportive services include efforts to increase the learners' self-confidence. Vocational English as a Second Language (VESL) and workplace literacy programs are examples of educational services linked to employability development, which many migrant farmworkers find particularly attractive.

Effective Program Models

There are several very promising service delivery models and curricula. The Center for Employment Training (CET) in California teaches Adult Basic Education (ABE) and English as a Second Language (ESL) concurrently with employment skills training—a nationally recognized practice which has been exceptionally effective. In New York State, the Geneseo Migrant Center has developed the "in camp" program for a specific population, while LEAs such as the Weslaco Independent School district in the lower Rio Grande Valley and the Salinas School District in central California have successfully adapted traditional models to meet the needs of migrant farmworkers. Other service providers are experimenting with computer-managed instructional packages in programs serving adult migrant farmworkers.

With the possible exception of CET's program, which has been identified as an exemplary model in a recent five-year nationwide study conducted by the Rockefeller Foundation, none of the existing models constitutes a "national model." While each has exciting features, none of the models is totally comprehensive. *By definition, a "comprehensive model" should include the following elements: outreach, orientation, initial assessment, development of individualized learning objectives, regular assessment of learners' progress, counseling, and a full menu of supportive services including employability planning and job placement assistance along with support for continuing learning activities after leaving an initial educational program.*

Despite several promising models, adult education programs serving migrant farmworkers are *constrained* from providing effective individualized instruction by regulatory or funding guidelines. Classes for newly legalized residents (Amnesty classes) that are funded by the *State Legalization Impact Assistance Grant* (SLIAG) are often arbitrarily limited to 100 hours, in some cases 40 hours, of English as a Second Language/Civics. Additionally, the cost-related criteria of the JTPA, Title IV, Section 402 performance contracts severely limit educational investments by the 402 contractors. While local coordination and inter-agency collaboration are important elements in extending scarce resources to rural areas, they cannot overcome the limitations of current administrative and programmatic frameworks.

Although a comprehensive model that includes provisions for adult basic education services to farmworkers does not yet exist, a significant experience base does exist upon which to develop one. *The quality of educational intervention required to bridge the enormous gap between the current literacy skills of adult migrant farmworkers and the basic skills needed to live and work in the mainstream of society must, of necessity, be very high.*

Legislation

Public Law 100-297 revised the *Adult Education Act* (The Act) in mid-1988. Final regulations based on these revisions were promulgated by the U.S. Department of Education in August 1989 and they provide a current policy and program context with which to examine the condition of the Adult Education state of the art. It is also useful, however, to consider the general question of adult education services to migrant farmworkers within an even broader policy and program framework; that is, one in which education is seen as a key element in social and industrial strategies on a national level.

Several legislative and regulatory concerns are noteworthy. *The Act* specifically emphasizes delivery of adult education services to "educationally disadvantaged" adults (with basic skills at or below fifth grade level) and "typically underserved groups," among which are limited English proficient (LEP) adults and immigrants.

Historically, the federal government has identified migrant farmworkers as a special population to be served via one of a set of national programs—the Adult Migrant Farmworker and Immigrant Education Program, outlined at 34 CFR, Part 436.

The U.S Department of Education appropriately links migrant farmworker and immigrant education because the majority of farm laborers in the United States during the past fifty years have been immigrants.

Migrant farmworkers are identified as a "special population," and the legislative and regulatory language makes clear the federal strategy of focusing attention on specific program development areas via the national programs established under Part D of the Act. Emphasis is also placed on the necessity for systematic, long-term planning by states that is oriented toward collaborative efforts to meet overall adult education needs, with a focus on the more disadvantaged and underserved special groups.

Legislated Educational Services

What, in the broadest sense, constitutes the base of experience in providing educational services specifically targeted to adult migrant farmworkers?

Federal legislation concerning migrant farmworkers has historically included regulatory measures designed to improve the substandard working, occupational health, and housing conditions encountered by farmworkers. Federal public policy recognized the essentiality of program services designed to ameliorate or eliminate these substandard conditions and practices, especially where states showed reluctance in assuming responsibility for a migratory population. *As part of an overall strategy, program priority has been given to the well-being of migrant farmworkers' children.*

As a consequence of these perspectives, educational services to the migrant farmworker community over the past 25 years have focused primarily on services to children through the well-established Migrant Head Start and Migrant Education (K-12) programs. Early on, primary attention was given to K-6 education, but in the past 10 to 15 years that attention has turned to the important issue of supporting migrant teenagers in completing their secondary education and in making a successful transition to college via the High School Equivalency Program (HEP) and College Assistance Migrant Program (CAMP).

Given that the main experience of educational institutions in serving the migrant farmworker community has *not* centered on adults, the review of the literature gave some attention to the relevance of existing migrant farmworker secondary school programs while recognizing its limitations. *To be useful for a largely unschooled adult population, the information gathered from the current secondary level programs needs to be refocused and modified for adult education programs intending to serve adult migrant farmworkers.*

With regard to services for adult migrant farmworkers, employment training programs have the most extensive history of service delivery. As with other federal program interventions, it became clear in the late-sixties and early seventies that specially-targeted programs were required to deliver services to migrants, since regular programs did not address their special needs. The most extensive federal experience dates from the mid-seventies, when funding under CETA (the Comprehensive Employment Training Act) and, later, JTPA (the Job Training Partnership Act) became available to develop programs specifically oriented to providing adult farmworkers with training and employment opportunities. However, because of policy changes in the transition from CETA to JTPA (most notably the development of performance standards emphasizing short-term, low-cost training), the JTPA emphasis on adult basic education for farmworkers has been limited.

States and counties also have sought to meet the needs of their adult basic education clientele, including migrant farmworkers. The experiences of these state and local educational agencies are important, but somewhat more difficult to track because they were, in many cases, somewhat spontaneous developments.

Finally, the research suggests that, in many respects, the educational needs of farmworkers may be similar to those of the overall population of unschooled and under-schooled adult learners. Similarities between these groups include limited English literacy, work in marginal, low paying and unstable jobs, and high levels of social and economic stress. Thus, attention has been paid to the general condition of the state of the art in Adult Education in order to glean information of some use in serving the adult migrant farmworker community. However, in order to maintain an appropriate focus, priority consideration has been given to educational areas and settings where the learners were specifically adult migrant farmworkers.

In summary, the working hypothesis has been that, in virtually every case, it will be necessary to examine the question of "transferability" to determine how well teaching methodologies, program design features and materials may relate to the provision of educational services that are "fine-tuned" to the needs of the adult migrant farmworker community.

The Adult Education Act

The Adult Education Act appropriately provides a broad definition of the purpose, scope and objectives of programs authorized by the Act (34 CFR Part 425). Given the significance of the Act to the work of this project, the sections defining the Act's specific purpose and authorized programs are quoted verbatim, as follows:

Section 425.1

The purpose of the Adult Education Act (the Act) is to assist the States to—

(a) Improve educational opportunities for adults who lack the level of literacy skills requisite to effective citizenship and productive employment;

(b) Expand and improve the current system for delivering adult education services, including delivery of these services to educationally disadvantaged adults; and

(c) Encourage the establishment of adult education programs that will —

(1) Enable adults to acquire the basic educational skills necessary for literate functioning;

(2) Provide adults with sufficient basic education to enable them to benefit from job training and retraining programs and obtain and retain productive employment so that they might more fully enjoy the benefits and responsibilities of citizenship; and

(3) Enable adults who so desire to continue their education to at least the level of completion of secondary school.

Section 425.2

The following programs are authorized by the Act:

(a) Adult Education State-administered Basic Grant Program (34 CFR part 426)

(b) National Workplace Literacy Program (34 CFR part 432)

(c) State-administered Workplace Literacy Program (34 CFR part 433)

(d) State-administered English Literacy Program (34 CFR part 434

(e) National English Literacy Demonstration Program for Individuals of Limited English Proficiency (34 CFR part 435)

(f) Adult Migrant Farmworker & Immigrant Education Program (34 CFR part 436) [Emphasis added]

(g) National Adult Literacy Volunteer Training Program (34 CFR part 437)

(h) State Program Analysis Assistance and Policy Studies Program (34 CFR part 438)

The Act is a broad definition of the objectives and programs of adult education; it encompasses a variety of visions regarding educational outcomes: remediation, achievement of literacy, acquisition of survival skills, and development of employability skills. *The definition reflects an important consensus within the education community about the proper mission of Adult Education.* It also holds the stimulus needed to support specific educational objectives and their implementing programs, which would be capable of ameliorating the educational deficiencies that devastate the adult migrant farmworker community.

EDUCATIONAL CONCEPTS

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EDUCATIONAL CONCEPTS

Migrant farmworkers have unique characteristics which differentiate them from many other adult learners. They face extraordinary barriers which inhibit their ability to access traditional educational systems. Alternative and innovative educational techniques offer hope for improved literacy education and life choices.

INTRODUCTION

Adult Education — The Conventional Wisdom

This discussion presents an overview of educational concepts and operating guidelines that have particular promise and merit for educating adult migrant farmworkers. It stresses instructional approaches which emphasize the principles of *learning how to learn and learning how to facilitate learning.*

Effective instructional design must be geared to the specific characteristics of the learner. Migrant farmworkers have unique characteristics which differentiate them from many other adult learners because they are:

- often foreign born with limited English language skills and little prior schooling;[1]
- employed marginally at physically demanding labor;
- likely to be undocumented or recently documented, and fearful of authority and institutions;[2]
- often inadequately aided by social service systems because of their transient nature;
- generally participants in strong information and family networks in their homebased communities in the United States and abroad.[3, 4]

The desire of adult migrant farmworkers to improve their literacy is often overcome by the pressures of everyday life to simply survive. Basic education for the adult migrant farmworker must therefore be as efficient as possible, build upon existing language, knowledge and experiences, and be perceived as having immediate and lasting benefit to the farmworker.[5]

Literacy and numeracy skills are more readily acquired when that which is perceived as important is incorporated into the learning strategy and curricula. The synthesis of life, work and basic skills offers meaning for the migrant farmworker.[6] In their book, *Literacy: Reading the Word and the World*, Paulo Freire and Donaldo Macedo urge instructors and policy makers to view literacy "*as a medium that constitutes and affirms the historical and existential moments of lived experience that produce a subordinate or lived culture*."[7] Thus, value-laden learning should occur within a context relevant to the learner and in a fashion which supports interaction and analysis.

FACILITATING TEACHING AND LEARNING TRANSACTIONS

Several features are common to most adult learning:

- The participants are volunteers in the learning process by virtue of their adulthood.
- They are engaged in a purposeful exploration of knowledge.
- These explorations, for the most part, take place in a group setting.
- The participants bring to the setting a collection of knowledge, experiences and skills that shape how new ideas and information are received and acquired.
- These prior experiences and learnings are the source of valuable curricular resources.

These commonalities suggest that the learner's "stock" of prior learning, experience and knowledge is unique and therefore influences how new learning and information is filtered through acquired knowledge, attitudes and experience. The results of this filtration are consequently somewhat unpredictable. *A respect for individual perspectives and a knowledge of their role in the collective learning process is required in order to facilitate adult learning.*

Voluntary Participation

Unlike education for children, adult formal learning is a voluntary act which must fit into other prerequisites for survival. Although a migrant farmworker's motivation to learn may be high, so too are his or her fears, previous educational liabilities, and real life constraints. An instructor can help overcome these barriers by engaging the learner in framing instruction in terms which are comprehensible and meaningful to the learner.

Mutual Respect and Affirmation

Each and every adult migrant learner must be respected for who he or she is as a separate and unique individual. Denigration of prior experience and knowledge is likely to discourage learner participation, diminish self confidence and inhibit learning.

Critical thinking and self reflection are integral to the learning process. Instruction should facilitate self and mutual respect within the classroom. The instructor and other class participants must learn to interact in ways which encourage participation. Additionally, the contributions of more verbal participants should not be allowed to overshadow those who are more timid and less vocal.

Positive Learning Environment

Establishing a positive climate for learning is one of the most important roles of the instructor. Features of a good learning climate include the following:

- Seating is organized to permit learners to move freely into small groups.
- Humor and examples from real life are used in instruction.
- Active and persistent participation of all students is encouraged.
- Success is acknowledged and shortcomings are minimized.
- Small group and one on one assignments are used to build collaborative skills.

- Sufficient time is set aside for individual study and reflection.

Collaborative Spirit

Acknowledging the experiences and knowledge of learners helps create a collaborative spirit. Regardless of the instructional strategies used, time must be provided for group-centered, collaborative experiences to foster and strengthen a sense of self functioning with a larger group. Models for developing this collaborative spirit can be found in community action programs, community development efforts, mental health clinics and alternative forms of adult education.[8]

"Praxis" — Learning Through Action and Reflection

The concept of *praxis*, that is, exploring, acting and reflecting on new ideas, skills and knowledge, stresses that learning does not take place in a vacuum. Understanding and describing the context is central to learning and to literacy.[9]

The nature of the learner's relationships, social interactions, and work world is a primary focus for learning. The adult learner needs to be engaged in a process of investigation and exploration; followed by a period of reflection; followed by further investigation, exploration and reflection. Each facet of this process is equally important. Taking and discussing neighborhood walks; looking at photos and home videos; telling stories; and performing skits encourage the exploration of language and symbols.

Standard life skills instruction provided by many adult education programs provides little to enable the migrant learner to discuss, analyze and understand structural forces that limit his or her life options. Instruction generally does not actively engage the learner in the investigation and exploration of how his or her life is impacted by such factors as wages, benefits, sanitation, work conditions, work security and safety and strategies to address these factors. Nevertheless, because these factors are a central concern in the migrant farmworker's life, they are potentially vehicles for developing literacy and numeracy skills and for encouraging the farmworker to seek additional learning experiences.

Critical Reflection

Learning is stimulated when students are prompted to define and examine their knowledge, beliefs, values and behaviors. In order to accommodate this learning, the instructional design and the instructor should encourage or present alternative interpretations of the learner's personal relationships, work life, and sociopolitical reality. This is not to discredit the learner's perspectives but to encourage a critical (often cross-cultural) reflection and stimulate curiosity about the learner's surroundings.

In *Understanding and Facilitating Adult Learning*, Steven D. Brookfield suggests that this is one of the major differences between training, in which a clearly identified set of skills and knowledge is transmitted, and education, where the learner is expected to examine the underlying assumptions regarding the acquiring of skills, rather than the uncritical assimilation of knowledge.[10] This critical examination of knowledge can be facilitated in literacy instruction by choosing examples, language and experiences that draw attention to beliefs and the learner's attitudes about the materials.

Self-Direction and Empowerment

Building the learner's confidence, sense of purpose and personal empowerment is essential for developing a continuing desire to learn. The learner should be able to set learning goals and evaluate his or her progress. Implicit in the development of this self-directed learning is the ability to reassess facts, information and perspectives while replacing old ways of evaluating the world with new models. This process, while enabling, can be painful and confusing.

Building self-directedness and a sense of empowerment is a major overriding goal of the adult basic education instructor. While there are no road maps, it is clear that ensuring early success is an important aspect of curricula design.

Empowerment can threaten others close to the learner including spouse and friends. These threats should be recognized and can be the basis for discussion, analysis and problem solving.

In many states, residents have the right to a high school education regardless of their age and personal circumstance. This right is an institutional empowerment, but it must be translated into a personal one for the farmworker who must be helped to exercise this right. Empowerment encourages the learner to take responsibility for learning and to take responsibility for the nature of the learning context. This can have far reaching effects on the life of the farmworker. The acquisition of language can be a basis for acquiring social and political empowerment as well as the development of personal skills.[11]

Cognition

Cognitive skill challenges in curricula stimulate the ability to compare, synthesize and to synergize information. The development of learning process skills are based on the interrelated activities of:

- observing
- classifying
- inferring
- predicting
- interpreting data
- making operational definitions
- recognizing time-space relationships
- formulating and testing hypotheses
- formulating revised models

When organized in a structured fashion, these activities promote problem solving, solution seeking, decision making and critical thinking. Opportunities to use and develop these cognitive skills should be readily present in an adult basic education curriculum. It is these process skills, often referred to as *critical thinking skills*, which form the core steps of learning—while the learner's background and experiences form the learning crucible.

HOW ADULTS LEARN

A synthesis of research on adult learning theory and practice suggests these principles of adult learning:

- Adults learn throughout their lives with transitional periods in their lives often being the cause and motivation for intensive learning.

- Adults have diverse learning styles (methods to encode and process information, cognition and mental models) and learn in different ways, at different times and for different purposes.
- In general, adults prefer learning to be problem-centered or solution-oriented and related to their perceived needs.
- Adults want learning outcomes to have immediate application.
- Prior experiences affect current learning, positively and negatively.
- How effectively adults learn is linked to their self concept as learners.
- Adults are often self-directed in their learning.

These principles serve as important criteria for developing and evaluating curricula and instructional strategies for adult migrant farmworkers.

Research on how information is best transferred suggests that standard forms of instruction based on reading, hearing and seeing are not necessarily the best ways to insure learning retention. Table 1 presents estimates of retention rates for information transfer.[12]

TABLE 1
COMPARISON OF INFORMATION TRANSFER RATES

Mode of Presentation	Retention Rate
Reading	10%
Hearing	20%
Seeing	30%
Seeing and Hearing	50%
Saying	70%
Saying and Doing	90%

These data are persuasive in promoting active learning and self-directedness over passive teacher-directed instruction.

Instructor's Role in Prompting Self-Directedness in Learning

An instructor can encourage and enhance the learner's capabilities as a self-directed learner by doing the following:[13]

- Promote the use of a wide variety of learning resources including the experience of others.
- Encourage learners to articulate their learning needs and the cultural and psychological assumptions that color these needs.
- Assist learners to take increasing responsibility for determining learning objectives and criteria for success.
- Organize course topics and materials to relate to the learner's current environment and interests.
- Stimulate learner decision-making by utilizing relevant learning experiences which draw upon, expand and encourage critical analysis, and alternative perspectives.

- Facilitate problem description, analysis and solving—acknowledging the relationship between personal problems and public issues.
- Reinforce the learner's self concept by providing a supportive environment which encourages risk taking, avoids competitive judgement of performance, and involves group support.
- Utilize experience-based and participative instructional methods with the appropriate use of modeling and learning contracts which tie the learner and instructor to the learning objectives.

These guidelines define *the instructor's primary role as a facilitator* whereby the instructor is sensitive to the learner's self-concept and past experiences, and encourages the learner's suggestions regarding his or her own learning style. A drawback to this approach is that it requires considerable time and energy on the part of the instructor. However, simulation games and discussions about topics like, "What do you do to remember something?" or "What tricks do you use to remember important things?" help students understand how they best learn and makes the point that persons learn differently and can benefit from different learning strategies.

Andragogy — Describing Adult Learning

Andragogy is a term, a concept and a rallying cry against the use of didactic, authoritarian methods of school-based instruction. Malcolm Knowles describes andragogy as a set of assumptions that define "the art and science of helping adults learn, in contrast to pedagogy that is the art and science of teaching children."[14] The following basic assumptions of andragogy echo concepts already presented:

- Adults desire and demonstrate a tendency towards self-directedness as they mature, though they may be dependent in certain situations and conditions.
- Adult experiences are a rich resource for learning and teaching others. Adults learn more effectively through experiential techniques of education such as discussion or problem solving.
- Adults are aware of their specific learning needs determined by real life tasks or problems. Adult education programs should be organized around "life application" categories and sequenced according to learners' readiness to learn.
- Adults are competency based learners in that they wish to apply newly acquired skills or knowledge to their immediate circumstances. They are therefore "performance centered" in their orientation to learning.[15]

Alternative Learning Models

Unfortunately, the model of the single instructor in a classroom teaching adults, sitting in seats organized in rows, in a one-way transmission of information is still all too common. However, the need for *anytime, anyplace and anypace* learning will increase throughout the 1990s as will the resources to enable this flexible learning. The inability of adult migrant farmworkers to participate in long-term instruction emphasizes the need for alternative learning models.

A conceptual distinction for alternative learning is that it is individual (case) centered rather than class (group) centered. While still more a vision than a reality, as new tools become available, it is increasingly feasible to facilitate learning in alternative contexts. For the purpose of this discussion, alternative learning is considered to be adult centered instruction provided for the most part in settings other than the traditional classroom. It includes:

- computer centered and managed instruction (regardless of the environment);
- distance learning (satellite, radio and cassette, video and computer based remote learning);
- workplace and worksite instruction;
- community-based and homebased instruction;
- independent study;
- self-paced open entry - open exit enrollment.

Alternative learning has a long history in adult education associated with leadership, small group and professional development activities. Traditional adult basic education and English as a Second Language have been more class than client (learner) based, however. Alternative approaches are attractive because they seek to accommodate the life style and schedule of the learner rather than the instructor.

Instructional strategies can be built around the life and work patterns of the migrant farmworker including: nutrition, child care, family health, wages, worker rights and safety. Learning plans should recognize how long and how often the migrant farmworker can participate in learning and activities should be structured to fit this context.

Guidelines for Good Learning Practices

Adult education has a rich and broad history. Much of its theory and practice has come from professional training and continuing education experiences along with the more experimental behavior modification approaches of the humanist psychologists. This tradition can guide the development of adult migrant farmworker education strategies, methods and curricula. The following indicates some basic guidelines to follow in providing instruction in literacy, numeracy, ESL, secondary education and job skill training for adult migrant farmworkers:

- Build on learner experience and knowledge
- Establish a positive climate for learning
- Put equal emphasis on theory and practice
- Promote self-direction and empowerment in learning
- Emphasize learning process skills
- Promote solution-centered learning
- Relate classroom instruction with its immediate application
- Promote the use of extended learning resources
- Assist the learner to establish learning objectives and success criteria
- Utilize experience-based and participative instructional methods

MODELING ADULT LEARNING OBJECTIVES

Defining Purpose

Within the community of adult educators and instructors there are differing objectives for literacy instruction and basic education. They take four forms:[16]

- **Academic Definition**

  Literacy is defined in terms of academic or school grade equivalency. For example, individuals are considered literate if they function between the 4th and 8th grade level based on one definition[17] and about the 8th based on another.[18]

- **Functional Life Skills**

  This approach defines learners to be literate if they can function effectively vis a vis social requirements such as reading the newspaper, signing a check, and balancing a checkbook.

- **Functional Job Skills**

  With this approach the ability to function proficiently at specific jobs is the literacy measure. This may suffice for a job, but not necessarily for the literacy demands of everyday life.

- **Emancipator Literacy**

  Freire and Macedo see literacy as a vehicle whereby disadvantaged persons are able to participate more effectively in their own and their society's transformation.[19]

These different definitions of literacy suggest that there is purpose on the parts of the learner and instructor and that these purposes may conflict or be misunderstood unless articulated by both parties.

Adult Migrant Farmworker Education and Conceptual Contradictions

There are several conceptual contradictions that reduce the effectiveness of adult migrant farmworker education programs. They should be understood and addressed in determining instructional strategies.

- **Mobile Learner — Static Provider**

  The most difficult contradiction to address is the mobile nature of migration and the static nature of the instructional setting. If learning is class-centered, it leads to a pattern of not completing classes, playing catch up, and possible labeling of the learner as slow or disinterested.

  Individualized instruction and short learning sequences can resolve much of this contradiction. The use of computer-based learning may reduce learning time and facilitate self-paced learning.

  Locating the bulk of the learning resources in large homebase communities (California, Florida, and Texas) rather than in upstream communities is a potential public policy response.

- **Learning for What Purpose**

  The lack of agreement among professionals as to whether the instructional goal of literacy is academic, life skill, or job skill, is problematic. The Job Training Partnership Act emphasizes the acquisition of job skills literacy for adults and academic literacy for youth. Yet, high school proficiency (the first meritocratic milestone) is a critical measure of adulthood in the United States and is, on a psychological basis, perhaps just as important for older workers as it is for new entries into the labor force. Instructional purpose that does not include academic literacy may be dysfunctional learning, regardless of age or other factors.

- **Mainstreaming and Cultural Diversity**

  Migrant farmworker human service programs often emphasize the uniqueness of the migrant and seasonal farmworker in their programs and offer limited services aimed at bringing farmworkers into the mainstream society. Conversely, traditional school systems tend to discount the uniqueness of migrant farmworker learners because of the class-centered nature of learning. In neither case is the farmworker learner fully served. *An effective literacy program for adult migrant farmworkers is designed around the cultural and experiential uniqueness of each learner and provides substantial time and resources to prepare learners to function fully within the dominant culture.*

- **The Learning Contract**

  Formulating one's own course of study and "negotiating" it with the instructor is a radical departure from most instructional practices, but it is gaining credence. It is important to involve the learner in determining the direction, extent and commitment to the learning and to identify the instructor's role as a facilitator and coach in the process. As the learner becomes more literate, more options become available.

Key features of a learning contract include:

- Learning goals which are clearly articulated;
- A course of action (classes, learning modules, etc.) which is explained and clearly defined;
- Discussion of the nature of the instruction;
- Discussion by the instructor of the approximate length of time the course will take and the expectations which accompany it;
- Commitment by the instructor to a set of practices regarding counseling and personal facilitation including setting approximate dates to review progress and problems;
- An agreement written in simple English (and the native language of the non-English speaker) which is signed and retained by both parties;
- Review of progress and corrections made to the learning contract, as appropriate.

It is important to recognize that many migrant farmworker learners are not accustomed to instructors in a coaching and facilitating role, and will view it as completely foreign to their "mental model" of *el maestro* (the teacher). Likewise the concept of self-directed learning may not fit a migrant farmworker's mental model of instruction. It requires substantial sensitivity on the part of the instructor to help adult farmworker learners understand and use the learner-centered approach.

The concept of the learning contract presumes that the instructor will also be required to make and carry out commitments in order for the contract to be successful. These commitments, like those of the learner, should be documented and analyzed by both parties. Shortfalls on either side can be expected and taken into account in the reassessment of progress and redefinition of the contract.

Several factors should be considered when moving from an institution-centered to a learner-centered instructional approach:

- Breaking from the traditional classroom model to more individualized self-directed mode is an important step towards providing improved services for adult migrant farmworkers. This entails adopting a case management approach to instruction that recognizes, in particular, the migrant's time and energy limitations.
- A learning contract which empowers the migrant farmworker with responsibility for his or her own learning plan increases the relevance of learning and the motivation of the learner.
- Exploring the practical uses of new educational technologies can open up *anytime, anyplace, anypace* instruction.

THE IMPACT OF NEW INSTRUCTIONAL TECHNOLOGIES

Why Instructional Technology?

Educators, instructors and trainers are part of the knowledge industry which, in most schools and programs, is still very rooted in a 19th century print-oriented culture. The vernacular or popular culture, on the other hand, is firmly rooted in a video environment from which it gets most of its information, symbols, icons and learning. This difference cannot be overstated in terms of how adults obtain, process and utilize information. *Instruction, if it is to build on the dominant way that most people learn, must adapt to and learn to use video-based learning media.*[20]

A potential response to the needs of adult migrant farmworker learners is the use of computers and other educational technologies to provide basic instruction or to augment classroom instruction. Although there is growing enthusiasm for the use of instructional technologies to individualize instruction, there is limited scientific research on the effectiveness of these technologies in adult basic education (ABE) and especially English as a Second Language (ESL) training.[21]

A recent study conducted by Micro Methods on the use of ABE and ESL technologies with Job Training Partnership Act (JTPA) participants in California offers some insight into the potential of new instructional technologies. Much of the background for this section stems from that study.[22]

The critical gap between the language, reading, writing and computational skills of many adult migrant farmworkers and the literacy skills required in non-agricultural industries and U.S. culture in general can be gapped, in part, by educational technologies which have the following characteristics:

- **Flexible Software**: The use of video and computer-based educational software can interest, excite and often challenge the adult learner. Acquiring competency in using these technologies can, in itself, raise learners' self esteem. ABE and ESL program designs, though, must accommodate diverse groups like adult migrant farmworkers, high risk youth, older migrant farmworkers needing retraining, and immigrants with English language deficits, few of whom fit the student profile implicit in standard adult basic skills curricula.

- **Mobile Tools**: Migrant farmworkers are, by definition, a highly mobile population which needs mobile educational tools if it is to have sustained educational opportunities. Several new learning technologies can provide transportable learning tools geared to the lifestyles of adult migrant farmworkers.
- **Machine Interaction**: Through interaction with educational technology, adult migrant farmworkers can be actively involved in their own process of instruction. This can encourage them to persist with their education.
- **Monitoring Progress**: Detailed performance tracking and targeting of instruction is possible with computer technologies.

While the challenge is formidable, machine-based learning (computer, video, audio, mixed and interactive media) offers a promising resource to meet the needs of the 21st century adult migrant farmworker seeking new opportunities in the labor market.

Redefining the Learning Environment

The portability of instructional technology and its increasing sophistication, especially in integrating audio, text, graphics, animation and video, makes it very suitable for the anytime, anyplace instructional strategy that fits the lifestyle of the migrant farmworker. Consequently, it is not necessary to assume that the traditional classroom is the only or most important learning environment. Potential non-traditional learning settings include:

- community based organizations (CBOs) using volunteer or paraprofessional personnel supervised by a master instructor;
- learning labs staffed with instructors, resource persons and/or instructional aides;
- small classrooms where participants work at a limited number of learning stations;
- portable, home-based, learning technologies;
- computer-centered classrooms;
- adult education environments within migrant camps, CBOs or libraries.

Defining Instructional Technology

Instructional technology incorporates a wide range of information storage and presentation tools from slides and audio tapes to video tapes, computers and laser disks. The computer is at the core of the latest interactive systems. Computers are typically integrated with course curricula in the following ways:

- *Computer Managed Instruction (CMI)*: The learner uses upwardly integrated curricula—progress and time on task are managed, tested and monitored by the computer.
- *Computer Based Instruction (CBI)*: Computers are the major medium of instruction; the instructor manages curriculum assignments.

- *Computer Assisted Instruction (CAI)*: Computer-based software is used as an adjunct for teaching certain skills and lessons; most teaching is provided by an instructor.

Emerging extensions of these computer-based systems include:

- Massive digital memory permitting the combining of several media (text, audio, graphics, animation, still and motion video);
- New combinations of knowledge base and expert tutor programs that can coach and guide targeted learning heuristically;
- The ability to store, link and process computer information in multiple and original ways to stimulate and simulate cognition (hypercard, hypermedia and expert systems) and access information and instruction remotely;
- Speak and spell type portable learning *toys* that address vocabulary building and bilingual learning objectives.

New Challenges for Instructors

Diversification of the learning environment in the future may result in less emphasis on average daily attendance (ADA) based funding and more emphasis on the use of computer-based management information systems to monitor competency attainment. *Instructors may have less paperwork to complete, but will be more responsible for student performance.*

The value of technology-based instruction should not be overlooked or discounted simply because an instructor or administrator is not comfortable with these emerging tools. *Technology-based instruction does require new instructor skills.* Many school-based learning lab sites utilize lab managers or resource persons who have some teaching experience and also understand computer hardware and software operations. They often function as liaisons between vendors, administrators and instructors.

In other cases, it is the classroom instructor, often self taught, who has become the lead technical staff person. The last decade has seen expanding numbers of teachers dedicating many volunteer hours to pioneer the use of technology in their classrooms. Fortunately, the advent of graphic user interfaces (icons and symbols) and mouse technology (point and click) makes it easier for instructors and learners to quickly adapt to new courseware.

Unfortunately, much resistance to the use of computers and other technologies comes from instructors who are often hourly employees with insufficient time to keep up with new instructional tools. Couple this with the general absence of technical support for adult educators, and there is ample reason for resistance to using new technology. As a result, many school systems are now allowing release time for technology-related in-service training to address this problem. Some computer skills, in all likelihood, will be required of ABE and ESL instructors in the near future.

Costs and Benefits

The costs of adopting technology-based learning systems, especially computer-managed instruction systems, can be substantial. A computer-based learning lab can cost from $50,000 to $150,000 by the time hardware, software, networking, licensing fees and security systems are taken into account. However, these costs are dropping and exciting options for small learning sites are emerging. For example, one courseware vendor has introduced its entire courseware curriculum (pre-ESL with audio through its GED curriculum including elementary, middle and high school courseware) on a single 5 1/4 inch compact disc-read only memory (CD-ROM) storage medium that includes audio and graphics for a price of about $3,200. This storage medium can hold upwards of 500 million characters of information.

Costs may vary greatly from one technology-based instruction design to another. To be cost-effective, it is important to optimize the use of facilities and equipment (class size and number of scheduled lab shifts) and use instructional and support staff appropriately. *Cost effectiveness in using educational technology is achieved from increased learning effectiveness, increased program capacity and reduced staff costs.*

Instructional Implications

Emerging multi-media technologies have potential for addressing a wide range of learning styles and facilitating instruction in:

- communications skills
- problem solving
- life skills
- work skills
- career related decisions
- research and reference skills

Using technology to assist in these areas requires the enthusiastic involvement of the instructors. Some of the benefits of the use of technology for instructors includes:

- As machines handle rote aspects of instruction (drill and practice tutoring, and record keeping), learners can receive more individual attention from instructors, creating an opportunity for more effective learning and increased instructor job satisfaction.
- Technology-based assessment efficiently identifies new students' skill levels and facilitates the development of individually designed courses of instruction.
- Individualized technology-based instruction allows students to progress at the rate best suited to their needs and abilities. Slower learners can repeat instructional modules without delaying more adept students.
- Instructor-student interactions take on a more collaborative nature, mirroring changes in the workplace and society.

In addition, use of educational technologies encourages increased attention to performance based measures. ABE and ESL educational technologies also facilitate education management. Further, both urban and rural areas are able to benefit from the targeted uses of educational technologies.

Increased emphasis on competency-based instruction, performance measurement, education management and accountability helps speed the use of computer-managed instruction systems. Similarly, a de-emphasis on "seat time" in ABE and ESL may speed the use of instructional technologies.

Strengths and Weaknesses of Using Instructional Technology

Technology-based instruction cannot replace many of the functions of an experienced teacher. It can, though, be integrated into the classroom in ways which stimulate the development of multiple skills and cognitive processes. Currently, most emphasis is placed on technology that can be used creatively like word processors, paint, graphics and spreadsheet programs. However, the power to provide complex learning environments that include simulation, problem solving, concept and language formation will soon be available.

Table 2 outlines various technology-based applications (based on currently available software) and indicates the relative value of the technology to ESL, ABE, Secondary Education and Job Skills Training.

TABLE 2
THE UTILITY OF INSTRUCTIONAL TECHNOLOGIES FOR ADULT MIGRANT FARMWORKER EDUCATION

Technology Application	ESL	ABE	Secondary Education	Job Skills Training
Computer assisted instruction	*	!	!	*
Computer based instruction	•	!	!	*
Computer managed instruction	*	!	!	•
Video tapes	*	*	*	*
Video discs				
• Play back	•	•	•	•
• Interactive [22]	•	•	*	•
Word processors and printers	!	!	!	!
Spreadsheet and flat file databases	•	•	!	!

Key:		
	Very useful	!
	Useful	*
	Not important	•

ENDNOTES

1 California data on ESL/Civics classes show that about 75% of the learners were placed in ESL low beginning or beginning levels. *Amnesty Education Report*, CASAS for the California State Department of Education, February 1990, page 2.

2 The ESL/Civics experiences of many immigrants under IRCA can hopefully motivate special agricultural workers (SAWs) to seek further education. The end of the State Legalization Impact Assistance Grants (SLIAG) program in 1991 poses particular challenges to educators involved in adult migrant farmworker education.

3 Ed Kissam and David Griffith, *et al*, "Assessing the Availability and Productivity of the U.S. Farm Labor Force under Enhanced Recruitment, Wage and Working Conditions," an interim report to the U.S. Department of Labor, Micro Methods, Berkeley, CA, April 14, 1990.

4 There is a substantial body of research showing that previous educational attainment (and participation) is the "most statistically significant variable in determining future participation in formal education." This underscores the structural nature of the problems discussed and the understanding that "individual destinies are inextricably linked to alterations in social structures." Steven D. Brookfield, *Understanding and Facilitating Adult Learning*, Jossey-Bass Publishers, San Francisco, 1986. We are indebted to Mr. Brookfield for this work from which much of the background and research in this task is taken.

5 This perspective is synthesized from a variety of sources including the work of Paulo Freire, Ivan Illich, Gunnar Myrdal, Jonathan Kozol and the previous experiences of the project team. It suggests that the vernacular experience and expression of experience is integral to this literacy.

6 This is not to suggest that migrant experiences across the United States are the same since the worker groups, crops, tools, weather, harvesting patterns and practices vary substantially.

7 *Literacy: Reading the Word and the World*, Paulo Freire and Donaldo Macedo, Bergin & Garvey, 1987, page 142.

8 Collaborative learning is commonplace in postgraduate education where the knowledge gap between teacher and learner is narrower. It can exist successfully when the knowledge gap is larger because of the facilitative purpose of instruction.

9 One example is the cultural circle approach used by farmworkers in Florida where they collectively analyze their work experiences and define their work in the context of national and international markets. See Paulo Freire, *Pedagogy of the Oppressed*, Herder and Herder, 1970, and *Education for Critical Consciousness*, Seabury Press, 1973.

10 Brookfield, *Op. Cit.*, page 17.

11 Perhaps the most unfamiliar concept is that social reality is a cultural construct, not an absolute definition of reality.

12 CEIT Systems, Inc., Santa Clara, CA., designers of computer courseware authoring systems.

13 C. Suanmali, "The Core Concepts of Andragogy", unpublished doctoral dissertation, Teachers College, Columbia University, 1981, cited in Brookfield, *Op Cit.*, pages 36-27.

14 Helping to learn versus teaching is the basic operational difference. Knowles distinguishes, possibly incorrectly, that these are age-based. Malcolm Knowles, *The Modern Practice of Adult Education: From Pedagogy to Andragogy*, Association Press, Follett Publishing Company, Chicago, 1980, pages 40-45.

15 In California, at least, much school based adult education is based on the competency based approach. One good resource on competency based testing and education is the Comprehensive Adult Student Assessment System (CASAS), 2725 Congress St., Suite 1-M, San Diego, CA 92110.

Continued on following page

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16 These examples are taken from Dr. Fred Best, *Quality Standards and Performance Measures*, draft, California Adult Education Institute for Research and Planning, May 29, 1990, pages 24 -25.

17 Ronald M. Cervero, "Is a Common Definition of Adult Literacy Possible?", *Adult Education Quarterly*, Vol. 36, Fall 1985, cited in Dr. Fred Best, *Quality Standards and Performance Measures, Op. Cit.*

18 The State of California now defines literacy as a "competency achieved by an adult who has attained a score on the CASAS scale of 225 or above or who has attained an equivalent level of achievement" that is essentially the 8th grade. "California Education Summit: Adult Literacy Focus Group Final Report," December 3, 1989.

19 Freire and Macedo, *Literacy: Reading the Word and the World, Op. Cit.* pages 156-158.

20 These media-like videos, video disc and the emerging multimedia technologies cannot be dismissed as Disneyland learning. They have real, practical, cognitive development properties that are far more effective than a lecturing instructor.

21 See especially: Robyler, M.D., "The Effectiveness of Microcomputers in Education: A Review of the Research from 1980 - 1987", *Technological Horizons in Education*, Vol. 16, # 2, September, 1988; Robyler, M.D., W.H. Castine and F.K. King, *Assess the Impact of Computer Based Instruction*, the Haworth Press, 1988; *Power On! New Tools for Teaching and Learning*, published by the Congress of the United States, Office of Technology Assessment, September 1988, U.S. Government Printing Office; *Adult Education for the 21st Century*, California State Department of Education, Adult Education Unit, September, 1989.

22 Dennis Porter, Jo Ann Intili and Ed Kissam, *Using Educational Technology to Overcome the Adult Basic Skills Gap: California's Experiences and Prospects*, Micro Methods, Berkeley, CA, for the California State Department of Education, Employability Preparation Unit, December 30, 1989.

REPORT OF SITE VISITS

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REPORT OF SITE VISITS

INTRODUCTION TO SITE VISITS

Overview of Site Visits

This section of the Technical Report on the Adult Migrant Farmworker Education Project presents an overview of site visits to six states where services are offered to adult migrant farmworkers.

The site visits were conducted during the period of April-July, 1990. They followed the project team's review of the literature and an analysis of the condition of the state of the art. This initial work and the team's review of several crucial issues—student assessment, educational concepts, and supportive services—provided a framework for describing current practices.

The site visits were intended to examine a variety of "demonstration sites" actually serving adult migrant farmworkers. A particular emphasis of the visits was to determine to what extent an agency could replicate promising models. The analytic framework used also gave special attention to whether a number of exemplary educational practices identified in the work on key educational concepts were being used, and to the adequacy of the curriculum in meeting migrant farmworkers' critical literacy and life skill needs.

The site visits also provided information from the field relevant to several of the specific issues identified by the U.S. Department of Education as being particularly important in the delivery of adult education services to migrants.

Migrant Farmworker Areas Visited

Site visits were planned to accommodate a review of a variety of programs located across the country. Approximately 85% of the United States' adult migrant farmworker population work in the six states which were visited:

- California
- Florida
- New York
- Pennsylvania
- Texas
- Washington

Three of the sites visited were in migrant "homebase" areas of Florida, California, and Texas. Other sites visited were in "upstream" migrant areas where the majority of the farmworker population arrives to work during the summer.

In Florida, New York, Texas, and Washington, more than one site was visited to allow the project team an opportunity to review the different service delivery strategies utilized by different institutions, i.e., local school districts, community colleges, and community-based organizations.

Local Adaptions

An important finding to emerge from the site visits is that there is no single "best" model for providing adult education services to migrant farmworkers. In virtually every area, service providers have adapted to a distinctive local mix of funding opportunities, organizational environments, and service delivery constraints. Even the three sites which base their services on U.S. Basics' Comprehensive Competencies Program (CCP) implement the "standardized" design in ways which are significantly different.

The range of local adaptions illustrates implications relating to the question of program replication. Organizations seeking to initiate new programs to serve adult migrant farmworkers should not attempt to duplicate a program, but should consider the experience of the programs reviewed here in light of their own local situation. It is likely that every one of the local programs reported on here can be learned from, but very unlikely that any can, or should, be an exact replication.

Most of the programs visited have responded in significant ways to the special needs of farmworkers; for example, bringing teachers into the informal settings of migrant camps in New York, scheduling classes for Texas migrants during the winter "resting" season, and combining English as a Second Language (ESL) and bilingual basic skills remediation with employment training in central and southern California.

However, very few programs have involved migrant farmworkers themselves in the process of planning educational services. And many of the programs have not engaged in any form of planning process which identifies the groups among farmworkers who have the most desire, need, or ability to begin a program of adult learning. Outstanding exceptions include the Delray Beach program in Florida which is developing new curriculum materials for Creole-speaking farmworkers, and the La Familia program in California which directly involves farmworkers in determining the content of their own learning.

To develop adult education programs based on the premise that all adult learners are the same, obviates the ability to address the immediate, pressing concerns which lead migrant farmworkers to seek the difficult process of learning new information and of developing new skills in literacy and numeracy. Approaches to adult basic education must incorporate the humanistic and fundamentally sound perceptions articulated by Dewey and, more recently, by Freire, that adult learning must be intimately linked to adults' personal life strategies, motivations for learning, and cultural context. The site visit experience indicates that many local educators have given serious consideration to the needs of adult migrants but have not yet learned to make use of important planning consultants—the adult migrant farmworkers themselves.

Local Needs and Social Equity

Migrant farmworkers are not a homogeneous group, although hey do share some commonalties. Most are first or second generation immigrants or refugees who live in extreme poverty. They are part of the "working poor," working very long hours when work is available but unemployed for three to six months a year. Beyond these commonalties, the diversity of farmworker characteristics is extraordinary. Even in sparsely populated rural areas, there exists a broad mosaic of languages, cultural perspectives, and educational levels among farmworkers.

All of the adult education programs visited showed significant limitations in their ability to serve "minority" sub-groups of migrant farmworkers. Difficulty in serving the Mixteca in California and the Kanjobal in Florida, two minority language groups who comprise 5% to 10% of the total farmworker population in these states, is a prime example of administrative and programmatic limitations.

Inadequate funding for transportation presents a major barrier to equitable access of adult education programs by the migrant farmworker population. An alternative to the provision of transportation is the outposting of classes and programs in locations accessible to farmworkers through public transportation or other private means. Local adult education officials, however, have been slow to consider this alternative even when they have not been able to provide school transportation to the farmworker community, either for lack of funding or recognition of the problem.

The goal of "anytime, anyplace, any pace" learning is one shared by many adult educators. It is a concept that is especially appropriate for meeting the needs of migrant farmworkers. In New York State, programs offered by the Board of Cooperative Educational Services (BOCES), represent a rare example of a successful implementation of this concept.

Learning Continuum

For persons born in the U.S., migrant farmwork is often the employment of "last resort." For others, usually the most recently immigrated, it is the "first opportunity" for employment. For both U.S.-born migrants, many of whom left school at any early age for a variety or reasons, and for recent immigrants, many of whom have not gone to school at all, "learning to learn" is the first hurdle to overcome. Learning to learn is not an option for them; it is a necessity.

Few of the programs we visited felt they had the "luxury" of addressing the long-term learning trajectory of the adult migrant farmworkers in their classes. The response of teachers to students who made it into a class was dedicated, sympathetic, and showed tremendous flexibility.

However, with the exception of the Center for Employment Training (CET) in California, other agencies do not appear to have a system for following up on students who drop their classes in order to determine the causes. CET's data indicate that lack of self-confidence, economic necessity, transportation problems, and child care problems are causal. Another major cause of drop-out is the student's inability to proceed independently, after completing only one six-week course, to visualize the process of bridging the educational gap between zero schooling and a technical or skilled occupation.

The lack of an integrated learning environment, a "learning supermarket" providing opportunities for literacy development, language development, development of analytic and computational skills, and nurturing of higher-order thinking skills, means that even those migrant farmworkers who do begin the learning process as adults may leave it without having achieved their personal goals of language independence, social and economic mobility, or an opportunity to fulfill their individual intellectual potential.

Staffing and Instructional Materials

Most of the programs visited are staffed by part-time instructors who assemble courses from an eclectic array of personal resources; traditional texts and curriculum materials are largely inappropriate for farmworkers. Additionally, in-service training for instructional staff is virtually non-existent.

If we adhere to the principle that adult learning is most effective when it builds upon the learners' experience and knowledge, we must recognize that the migrant farmworker is distinctly disadvantaged by the absence of relevant learning materials. While it is arguable that human experience consists, fundamentally, of universal experiences, it is also true that adults with limited experience in learning find it difficult to recognize themselves in materials which are culturally or cognitively unfamiliar.

The efforts of BOCES-Geneseo to develop materials which genuinely incorporate farmworker experience are promising, but the scope of materials already developed, or in progress, is very limited.

Prospects for Service Improvement

The project team's site visits, in general, confirmed an initial concern that strategies for improving service must simultaneously address the adequacy of literacy curricula, and issues related to overall program design—a focus much broader than that of curriculum, educational concepts and content.

While the content and structure of curriculum lies at the heart of building the capability to serve migrant farmworkers' adult education needs effectively, concomitant efforts are necessary to attain that goal.

In general, there is an evident need for systematic program development efforts, i.e., careful concrete planning which examines, in depth, the overall educational needs of migrant farmworkers in a local area, and also articulates adequate, attainable, and yet ambitious outcomes.

Within such a strategic planning context, it will be necessary to initiate curriculum development efforts linked to learners' concerns while tightly joined to ongoing staff development, improvement of the tattered safety net of supportive services, and a firm commitment to address the learning needs of adult migrant farmworkers in more than a piecemeal fashion. In this regard, the efforts of the Florida Department of Education and the Center for Employment Training are extraordinary, although neither has yet developed a totally comprehensive program.

The inevitable extension of systematic local planning efforts is for adult educators to follow in the path of elementary and secondary school educators serving migrant students and develop strategies which allow adult migrants to continue learning wherever they are. Absent such a system, their learning experience will continue to be fragmented and consist of repeated efforts to re-learn skills and concepts forgotten since the last course. For adults, the most pressing need is probably not an on-line record transfer system like the Migrant Student Record Transfer System (MSRTS). What is needed, however, is access to a wider range of home-study materials, including audio and video cassette-based modules; availability of finely-honed short "workshop" modules which provide guidance and encouragement for continuing education and for linking acquisition of basic skills to occupational mobility; and "life skills" courses which address the very special needs of this sector of our population.

Human and social services delivered in rural areas where migrant farmworkers are concentrated have been consistently underfunded over the past decade while demand for services has increased. Educational services have also been negatively impacted by federal and state funding levels that are inadequate to meet the need.

The key element, perhaps, in effective efforts to improve educational opportunities for adult migrant farmworkers is that educators must rekindle a vision which has largely been lost; a vision that migrant farmworkers can more than "make do" in our information-based society, that they can prevail and move steadily toward social and economic equity. That vision must then be communicated to their students.

Throughout the site visits, we met brilliant and dedicated improvisers— administrators and teachers who stretched their limited resources to extraordinary lengths in attempts to serve students with extraordinary educational needs.

Our observations during the site visits suggest that there is a strong commitment to build a delivery system which will provide adult migrant farmworkers with access to first-class learning opportunities. A solid foundation exists, but there remains a long way to go.

SITE VISIT SUMMARY CHARTS

The following charts provide a broad overview of key characteristics of the adult migrant farmworker education programs visited. Further explanation of these principles, practices and curricula can be found in the site visit reports for each state.

Key: ✔ Fully Implemented ✓ Partially Implemented ○ Not Implemented

EDUCATIONAL PRINCIPLES

	CA	FL	NY	PA	TX	WA
Instruction builds on learner experience and knowledge.	✓	✓	✔	○	✔	○
A comfortable learning environment is deliberately established.	✓	✔	○	○	✔	✓
Theory and practice are equally important parts of learning.	✔	○	○	○	✓	○
Learning strategies are based on self-direction and empowerment.	✔	✔	✔	✓	✓	○
Developing learning skills is a specified part of instruction.	○	✓	✓	○	○	○
Learning is oriented toward problem-solving and solution-seeking.	✔	✓	✔	○	○	○
Learning has immediate application.	✔	✓	✔	○	✓	○
Building self-esteem is an expressed learning objective.	✔	✔	✔	○	✔	○
Instruction promotes use of learning resources.	○	○	✓	✓	✓	✓

EDUCATIONAL PRACTICES

	CA	FL	NY	PA	TX	WA
Instruction uses a curriculum framework.	✔	✔	○	○	✔	✓
Instruction is competency-based.	✔	✔	✔	○	✔	✓
Instruction is self-paced.	✔	✔	○	✔	✔	✔
Instruction uses systematic assessment and evaluation.	✓	✔	✓	✔	✔	✔
Instruction integrates math, language and life skills.	✔	✔	○	○	○	○
Instruction builds on learner's life or employment goals.	✔	✓	✔	○	○	○
Instruction is based on individual learning plan.	✓	✔	✔	✔	✔	✓

CURRICULA

	CA	FL	NY	PA	TX	WA
ESL - Pre-Literate	✔	✔	✔	❍	✔	✓
ESL - Beginner	✔	✔	✔	✔	✔	✔
ESL - Intermediate	✔	✔	❍	✔	✔	✔
Math - Basic math facts	✔	✔	❍	✔	✓	✔
Math - Applied to life/employment	✔	✔	✔	❍	✓	✓
Reading - Vocabulary	❍	✔	✓	✔	✔	✔
Reading - Critical reading	❍	✓	○	✓	❍	✓
Reading - Applied to life/employment	✓	✓	✔	❍	❍	❍
Writing - Spelling and grammar	❍	✔	○	✔	❍	✔
Writing - Composition	❍	✔	○	✔	❍	✔
Writing - Applied to life/employment	❍	✓	❍	❍	❍	✓

CALIFORNIA

Center for Employment Training

INTRODUCTION

The Center for Employment Training (CET) is one of the nation's largest vocational training programs for migrant and seasonal farmworkers. Funded by the U.S. Department of Labor's Job Training Partnership Act (JTPA, Title IV, Section 402), it offers courses in twenty-two training centers in California and six others in Arizona, Nevada and Idaho. Most of its centers are in urban areas along the California coast which have made the transition from agriculture to manufacturing, but some are in predominantly agricultural areas.

Forming a giant "U"—running 500 miles along the California coast from San Francisco to San Diego on the Mexican border, then up the eastern border another 500 miles to Inyo and Mono Counties—its farmworker service delivery area is geographically larger than all of New England. This territory encompasses over 70,000 square miles, 18 million people, 85% of California's total manufacturing and 40% of its agricultural output.

Including both Los Angeles and Death Valley, in terms of population, geography and economy, CET's farmworker service area is America's most diverse. The coastal area from San Francisco to San Diego is noted for its manufacturing and service industries. From the "high tech" electronics capital of the world in San Jose to the aerospace and medical technology industries in the South, this area produces over 6% of all national manufacturing output. It is also a major agricultural area. The southeastern agricultural valleys in Riverside and Imperial Counties yield crops valued in excess of $1 billion annually. In no other area of the world does such a combination of agriculture and industry coexist in such volume and diversity.

The southern and coastal areas of California are a primary path along the West's migrant worker stream. Within this area, approximately 1.8 million acres of land are cultivated for agriculture. Although farming is becoming increasingly mechanized, much production remains labor intensive. Moving from field to field, farmworkers pick strawberries in Salinas, garlic in Gilroy, dates in Indio, avocados in Escondido, and grapefruit in El Centro.

Because of its proximity to Mexico and its cultural familiarity to most of the area's farmworkers, it has become the permanent home for increasing numbers of farmworkers. Almost 40,000 seasonal farmworkers reside permanently within the district and it is estimated that 15% to 25% of all of the nation's migrant farmworkers work within this area during the year. The State of California estimates that migrant and seasonal farmworkers and their dependents comprise 27% of the state's low-income population.

CET served 625 farmworkers as part of its Department of Labor, JTPA Section 402 vocational training contract during Program Year 1988/89. It also served over 5,000 more farmworkers in ESL/Civics classes under the State Legalization Impact Assistance Grant (SLIAG) English as a Second Language/Civics program. Because the organization's vocational training program is more closely related to ongoing migrant education issues, the site visit focused only on CET's vocational training program and related Adult Basic Education (ABE) and English as a Second Language (ESL) classes.

POPULATION SERVED

Standard Demographics

One of the most striking factors of the program is the nature of its client population. Farmworker training applicants do not have to meet basic skills or English language prerequisites. Consequently, CET's trainees are a reasonable cross section of the eligible farmworker population. "Eligible" is a key term since California's farm labor force includes large numbers of undocumented workers who are not eligible for CET's training.

The California farmworkers served by CET in Program Year 1988/89 had the following characteristics:

- Almost 100% of all farmworkers served were Hispanic.
- Over 75% were school dropouts with the majority not having completed 8th grade.
- 70% were in the age range 22 to 44 years old.
- Only 7% were migrants.
- 84% were non- or limited-English speaking.
- 64% were male.
- Only 1% received Aid to Families with Dependent Children (AFDC).

Special Target Groups

CET's JTPA 402 contract specifies the farmworker target group. This does not require that all eligible parties be currently employed in farm work. Eligible persons must have low incomes and have engaged in agricultural labor within the previous two years, or they must be a child of someone who meets these criteria. Other than JTPA 402 eligibility, CET sets no other standards. CET admits students on a "first come - first served" basis, and they may enroll in any course they wish. The single exception to this rule is for clerical classes where English-language proficiency is required. Even here, many of CET's training centers enroll farmworker students in clerical training who have limited English skills.

A review of client characteristics by training skill indicates higher percentages of non-English speakers and those who have not completed 9th grade enrolled in skills such as facility maintenance and groundskeeper than in machine shop or data entry. CET staff is prepared to spend the time required to bring persons who are illiterate in both their native language and in English up to employable levels in whatever occupations they choose. However, students tend to enroll in courses which they can complete within six to eight months. This is an understandable choice since students receive only a nominal stipend while in training and most simply can't afford to remain in training for an extended time.

Language and Basic Skills Ability

The farmworker population in California is almost entirely Spanish-speaking. CET's enrollment data indicate that only a few of its farmworker enrollees from last year were non-Hispanic and 84% of its trainees spoke little or no English. This is consistent with a recently released report from the California State Department of Education on appraisal results from ESL/Civics students enrolled in the state's Immigration Reform and Control Act (IRCA) program. This report indicates that the Special Agricultural Workers (SAWs) were predominantly male (78%); most were from Mexico (85%); and spoke Spanish as their native language (98%). The report further states that 93% to 95% of the SAWs assessed for ESL/Civics instruction were not considered functionally literate in English. CET staff indicate that approximately 10% to 15% of its farmworker enrollees are not literate in any language.

Migration, Working and Living Conditions

During its last program year, CET identified less than 10% of its trainees in California as *migrants* by Department of Labor definition, but the majority of its trainees meet the Department of Education's definition of *migrant*. There is agricultural work in California throughout much of the year. Consequently, many farmworkers have "settled out" in communities near major crops.

They migrate to nearby counties when crops require large amounts of labor and return to their homes after their labors are no longer needed. Whole families still travel to work in the fields but increasingly children are left at home with relatives as farmworker communities expand. What temporary housing there is available is barely adequate. Most migrants must fend for themselves—living in their vehicles or in the countryside. There is increasing conflict between migrants living in makeshift camps and residents of new housing developments as the suburbs encroach on agricultural lands. The State manages 26 migrant labor camps and many more are privately operated by agricultural employers. These camps, however, can accommodate less than 10% of the demand for temporary housing.

PROGRAM CONTEXT

Community Characteristics

CET's farmworker service delivery area includes the rural agricultural Imperial Valley in the State's southeast corner, the heavily industrialized Los Angeles basin, and the "Silicon Valley" in San Francisco's South Bay. Numerous transitional communities dot the coast between these extremes. Until a decade ago, these communities were predominantly agricultural. They now have mixed economies with large housing developments, suburban shopping malls and industrial parks.

In all but Imperial County, the story is the same for farmworkers. Industry and housing crowd out the farms and farmworkers must move on or transition into other occupations. The vast majority choose to find other work; without skills, most can find only the most menial of jobs to survive.

Most documented farmworkers in the state work seasonally. They live in the area in which they work, often commuting to nearby counties for short stays when crops are in season. Homelessness is a problem for many migrants who have either settled-out in California or have been stranded.

The amount of resources available for farmworkers depends largely upon the percentage of farmworkers who live in the local community. Imperial County's entire population equals approximately 10% of the population of the bordering Mexican city of Mexicali. It has a bilingual culture in which the majority of the people are employed in agriculture. Substantial services are readily available just across the border. The county is also the home base for large numbers of farmworkers who migrate to other parts of the state and Northwest during harvest season. It is possible not to speak English and gain employment because supervisors on most jobs are bilingual. Similar conditions can be found in parts of Los Angeles where whole communities are predominantly Spanish-speaking.

In contrast, most of the increasingly affluent communities along the west coast have few services available for people who don't speak English. Some of these communities are conservative bastions which actively seek to limit non-English speaking institutions.

San Jose has a large and well established Hispanic community with deep roots in agricultural work. Consequently, although the city is no longer the "Prune Capital" of the nation, it still offers a wide variety of services for current and former farmworkers. This includes a Spanish-language library and weekly newspaper as well as Spanish-language radio and numerous bilingual social service agencies. Spanish-language radio and, increasingly, television are received in most of the state.

Program Objectives

CET's primary objective is to provide vocational training integrated with basic skills remediation and ESL resulting in placement of trainees in permanent full-time jobs. Adult education is fully integrated with the employment training program. Basic skills remediation, ESL and General Education Development (GED) in English and Spanish are provided concurrent with vocational instruction. CET receives over $5 million annually from JTPA 402 specifically to train farmworkers in California. It serves additional farmworkers under contracts funded by local Private Industry Councils. The 402 contract is cost reimbursement but has stringent performance standards. Other JTPA contracts are performance-based with at least 15% to 20% of training costs withheld until the trainee is placed and retained in a training-related job above a specified wage.

CET's management systems reflect a high level of commitment to achieving its measurable outcome objectives. Monthly reports track enrollments, terminations, placements and wages.

Less rigorous attention is paid to certain elements of training such as meeting specified remediation goals. Although vocational curricula are designed around specific task competencies, basic skills and English language competency expectations are far less delineated. CET's pragmatic approach to training seeks to provide only sufficient remediation and ESL required to prepare the participant for a training-related job. Consequently, although students who successfully complete training have met similar vocational competencies, there may be substantial differences in their ability to communicate in English.

Students are often placed in shops which have bilingual supervision because their English speaking ability is insufficient to be placed in a solely English speaking environment. CET states that language acquisition is one of the most difficult and time consuming skills the farmworker student must acquire and some students take much longer than others. Funding realities, and the students' ability to remain in training without working, set limits on the maximum time students stay in the program. Consequently, CET recognizes that many of its students must continue ESL at night school even after they are placed on a job and actively encourages students to continue their education.

Service Provider Description

CET is a private non-profit community-based organization (CBO) with twenty-two training centers in California. It operates six other centers in Arizona, Nevada and Idaho. Six other CETs are operated by other corporations in northern California and the state of Washington. CET was founded in 1967 expressly to serve farmworkers and other low-income persons. It has maintained its long-term commitment not only to serve farmworkers, but provide them with educational services without discriminating against those who face the greatest language and education barriers.

Stakeholders, Linkages, Coordination

From its inception, CET has functioned in partnership with industry. It formed an Industrial Advisory Board (IAB) before opening its first training center. It realized that meeting the needs of local employers was a prerequisite to getting jobs for its graduates. Today, CET in San Jose enjoys an ongoing relationship with some of California's largest employers. Industry representatives meet monthly to discuss changes in the labor market, assess new training skills, and assist with curriculum development. The San Jose IAB is the organization's first and most successful. Many of its other training centers, however, show less direct involvement with an organized IAB.

Although it is CET policy for each training center in a distinct labor market to have its own IAB, over half of CET's centers do not have active IABs. These are smaller centers with fewer staff available to maintain ongoing relations with employers. A small center may have a single job developer who, among his or her many tasks, is responsible for the formation and support of the IAB. Job developers have multiple responsibilities but their primary function is to help students identify vacancies, apply for jobs and become successfully employed. With limited resources and continuing pressure to get the best jobs possible for trainees, many job developers state that they just do not have time to facilitate the functioning of an IAB. Local training division directors, however, indicate that they think an IAB is important and that they plan to start one soon.

Because of the comprehensive nature of CET's training program, it has few direct linkages with other educational institutions for services. The majority of other 402 operators recruit farmworkers and refer them primarily to adult education for instruction. In contrast, CET does all of its training in house. It has been able to utilize some ABE, ESL and General Education Diploma (GED) instruction from teachers provided by local adult education programs. These instructors teach on CET's site and there is an attempt to integrate their instruction with CET's overall program design. And since they are paid by school districts, CET can utilize its limited resources to improve vocational instruction, but there are problems.

Because these instructors are paid by Average Daily Attendance (ADA) fees, their school districts require a minimum number of students participating in class. Given that CET's program is open entry-open exit, and remediation is based upon each student's needs, it is difficult to ensure a specified minimum number of students at all times. In addition, participant enrollment tends to be seasonal with the number of students diminishing toward the end of the program year and rapidly increasing when new contracts begin.

Another problem is the seasonality of school districts. Often ADA-supported instructors from adult education are not available during the summer when traditional public schools are out of session. Integrating ADA-supported instruction with vocational instruction is a more fundamental problem. CET seeks to relate remediation directly to vocational instruction and to teach a basic or language skill at the time that it is required to accomplish a work task. This is often difficult for public school supported teachers to do because of a requirement to follow school district approved curricula. Consequently, most CET centers, which utilize ADA supported instructors, limit their involvement to GED preparation since this is outside the vocational curriculum.

An example of successful coordination with another educational institution is CET's child care provider course in San Jose. CET operates a Montessori-based child development center connected to its largest training center. Students seeking employment in child development utilize the child care center for their lab. The State of California requires that child care assistants complete six college units of early childhood education from a certified institution of higher learning in order to be licensed. To qualify its graduates, CET has entered into a joint effort with San Jose City College which grants credit to CET's students for their training at CET. City College and CET jointly designed curricula to meet each institution's standards and maintain close coordination of their efforts. The students benefit substantially from this cooperative program, not only by meeting their licensing requirements, but by receiving college credits as well.

OUTREACH STRATEGIES

Specific Approaches Used

CET actively recruits its farmworker students using the following approaches:

- putting up posters and distributing flyers in farmworker communities
- contacting organizations which serve farmworkers
- making presentations at church services
- appearing on Spanish language radio and television talk shows
- advertising on Spanish language radio and television
- being positively reported in a Spanish language newspaper
- advertising in a Spanish language newspaper
- distributing flyers door-to-door in low-income Hispanic neighborhoods
- encouraging students to recruit neighbors and family members
- contacting farmworkers directly in their camps and in the fields

Each of these approaches is credited as being effective under the right circumstances, but the method credited with being most effective is direct contact with farmworkers at their homes, camps or in the fields. Some centers employ full-time recruiters. Others combine recruitment with other functions. Because this is a costly and time-consuming approach, CET often relies on other techniques for ongoing recruitment. It mobilizes staff for short-term, intensive, direct recruitment only when enrollment goals are not being met.

Having a positive article about CET appear in a Spanish language newspaper, or appearing on a radio or television talk show, seems more effective than paid advertisements. Nevertheless, CET advertises extensively since it can not always be assured of other media coverage. CET has become increasingly sophisticated in its use of radio and television. In order to keep costs low, it has produced a standard video ad which can be customized by television stations to include the address of the local CET training center in the market area. Unfortunately, CET does not ask applicants how they first heard of the program and cannot accurately determine how cost-effective any particular approach is.

Training divisions in more rural areas report closer coordination with migrant education and the employment service than centers located in more urban areas. In rural areas, it is common for migrant education to refer adults to CET for training and for CET to refer its trainees to migrant education for social services. This is often an informal process where staff from the different agencies have known each other for some time and feel comfortable calling and referring a person for service. This kind of cross-referral is not generally recorded. Consequently, CET does not have reliable information about the frequency or effectiveness of this kind of cross-referral.

CET translates its farmworker recruitment materials into Spanish since the vast majority of farmworkers in California are Spanish-speaking. The materials are typically prepared on a computer, include basic graphics and are printed in CET's in-house print shop.

Objectives and Effectiveness of Approach

CET does not target any particular segment of the farmworker community. Nevertheless, because it establishes no prerequisites for entry into training, it generally serves a particularly needy segment. Even in urban areas, CET has little difficulty meeting its farmworker recruitment goals. Consequently, it seems reasonable to state that their recruitment is effective. However, because they do not analyze which methods attract students into training, it is difficult to determine whether their recruitment is cost-effective.

Replicability

CET's recruitment methods could be of use to other organizations. Its active recruitment effort is fundamental to its success as a training program. Its emphasis on direct contact with farmworkers, rather than relying solely on media, seems effective. Coordinating with other agencies, churches and community groups establishes a supportive network which goes far beyond its value for recruitment.

Recruitment could be more cost-effective if CET would ask, record and correlate information about how prospective students first heard about the organization. This could then be compared with the cost of various recruitment methods to determine cost-effectiveness. Not only does CET not assess the effectiveness of various recruitment methods, it does not analyze the cost of these methods. The cost of advertising is reasonably easy to identify, but the cost of mass recruitment efforts by staff during unpaid evening and weekend hours is not assessed.

INSTRUCTIONAL APPROACH

Intake and Initial Assessment

Key to understanding CET's approach to assessment is recognition of its commitment to enrolling farmworkers without screening out the needy by establishing basic skills and language prerequisites. Consequently, skill assessment is conducted after, not before, enrollment and is used for diagnostic purposes only. Assessment for vocational training is not standardized. Often it is quite informal; consisting of a vocational instructor asking a new student several questions related to the skill. Language ability is determined primarily from an interview and math capabilities are determined based upon a short test.

After enrollment, vocational skill assessment is ongoing as students must meet performance-related competencies before being considered ready for a training-related job. Basic skill assessment is less related to specified competencies and is less documented than vocational skill attainment. Because of the close working relationship between the vocational instructor and basic skills and ESL instructors, there is a general feeling that documentation of basic skill gains is not necessary.

Consistent with the function of assessment as a predictor of likely success, CET has reversed traditional roles. Applicants spend far more time assessing CET than CET spends assessing prospective students. Applicants are asked to assess CET prior to making a final commitment to training. It is CET's policy that all prospective students attend a class of their choosing for ten working days to ensure that it will meet their needs. CET considers this student-driven assessment as particularly critical since motivation is, to CET, the essential ingredient in determining success.

Development of Learning Plan

It is CET policy to ensure that applicants make an informed decision regarding commitment to training. After an applicant has completed an orientation session and been provided with a tour of the training facility, he or she is given a "Performance Fact Sheet." The sheet indicates the number and percentage of students who enroll in training and successfully complete it, plus the number and percentage who begin the program and successfully secure employment related to training. Then intake staff prepare a "Trainee Agreement" (learning contract) which must be written in the primary language of the applicant when a translation is available. If a written translated agreement is not available, the agreement is translated orally. The form specifies the skill training entered into, course clock hours, number of weeks of training, hours per week, start date and estimated completion date. It also specifies key policies regarding absence, skill transfer, refund (if the student is tuition paying) and arbitration.

CET uses a standard "Employability Development Plan" similar to that used by other JTPA providers. It specifies the applicant's vocational goal, barriers such as lack of child care or transportation, and educational needs. Generally, this plan is prepared by the vocational instructor who has the primary responsibility for the student's overall instructional plan.

The vocational instructor and student meet on a regular basis throughout training to review progress. The plan may be revised as needed by mutual consent. Participant progress is tracked on the basis of competencies completed. Usually, this is a separate form maintained in the working student file kept by the vocational instructor.

A student is considered to be "job ready" when he or she has completed a specified amount of course competencies and has demonstrated sufficient basic skills and language ability to become employable in a training-related occupation. This determination is made by the instructors and the job developer.

Course Descriptions and Learning Objectives

CET's courses focus on vocational learning objectives and related vocationally oriented basic skills and ESL. Course curricula are structured around work tasks. To the extent possible, basic education and ESL—which are taught concurrently—use vocational course material as the basis for instruction. Consequently, the math skills taught to a student who is studying Electronic Assembly are very different from the skills taught someone who is learning to operate a milling machine. ESL is a combination of survival English, general vocational English and the vocabulary of each student's vocational skill.

CET also offers instruction in basic life skills under what is called its "Human Development" curriculum. This course material, often consisting of films or outside speakers, is generally provided in a workshop format for several hours each week. Human development has been less structured than vocational or remedial education, but CET has begun to standardize certain lessons to ensure quality control.

Most CET training branches now offer a GED course in English and Spanish. GED instruction is an option for students who have sufficient skills to complete the program within the time frame of vocational instruction.

Class Activities

Instruction is focused around hands-on experience in vocational labs. Students generally report to their vocational instructor at the beginning of the day and then leave for periods of one to three hours for basic education or ESL instruction. The vocational instructor often assists the student with basic math, reading or English while in the lab. If a student does not understand how to compute something for a work task, the instructor will immediately explain how to do it. If the student cannot understand, then the vocational instructor alerts the remedial instructor to work more with the student on the subject.

Because training is open entry - open exit and self-paced, many students are at different levels of learning within the same class. In order to accommodate this, instruction is generally one-on-one or provided to small groups of students who are at the same level. Because of this need to individualize instruction, CET tries to limit course enrollment to a ratio of one vocational instructor to fifteen students.

Instructional Techniques

CET states that one-on-one tutorial instruction is the most direct and effective technique for teaching vocational skills. This method corresponds more to on-the-job training than to a traditional classroom; however, at CET instructors are more patient than job supervisors who must meet production goals. This "show-and-tell" approach makes it possible for students who have weak reading skills to develop their vocational skill while they improve their reading. CET points out that the prerequisites established by traditional adult education schools often have more to do with the skills required to complete a course, than with those required to do the job. The requirement to read a complex text book on how to do landscape work is an example of a course which requires a higher level of basic skill than the job typically requires.

As with vocational training, ESL and ABE are also taught to individuals or small groups. Here, however, more advanced students are often asked to assist other students. This enhances the ability of the instructor to individualize instruction and reinforces learning for the advanced student.

Educational Technologies and Materials Used

The technical instructor usually chooses the materials used in a vocational class. In fact, it is possible that the same skill may be taught at different centers using different textbooks. This practice accommodated the need to respond to the variance in local labor markets while also enabling the instructors to match materials to their preferred instructional techniques. This flexibility is rapidly changing, however, for three reasons: (1) CET wants to improve quality control by standardizing curricula and course materials; (2) accreditation requires increased standardization of courses offered under the same name; and (3) CET is beginning to develop its own course materials and standardization facilitates distribution and usage.

Few textbooks are used. Workbooks and handouts are the primary materials used to reinforce hands-on instruction. This is very different from most traditional courses, even vocational courses, where the primary instruction is in class and the lab is used to reinforce textual materials. CET also uses videos for some instruction, particularly human development topics. ESL classes are the most standardized. They currently use the *Side-by-Side* English language instruction series along with specialized materials designed for each vocational skill.

After reviewing several computer-assisted instruction adult education programs, CET has begun development of its own computerized instruction system. Now in the beginning of this long-term project, they are working on a vocational ESL program which parallels the *Side-by-Side* series. CET is interested in ultimately developing the full-range of curricular materials so that they better facilitate its integrated instruction system. They envision that their product will include workbooks, videos and computer interactive video materials.

Strategies for Maximizing Retention

CET's farmworker trainees are in training for an average of six or seven months whether they successfully complete training and get a job, or they drop out. Approximately 80% of the students complete training and over 70% are placed in jobs. Their training-related placement rate is about 90%. CET reports that its ability to retain students in training for more than six months is largely because the students can see how their lives will improve substantially by completing training. Focusing on the clearly defined and valued goals of a better job and stable lifestyle is essential to retaining commitment to the program.

In addition, CET counselors and teachers closely monitor students who are having difficulty staying in training because of problems outside school. Farmworkers face enormous financial barriers which could easily overwhelm their studies if they are not helped to overcome them. Staff rally around needy students so that they can stay in training. When a student is absent, a staff person calls or visits to find out what is wrong;

the student is strongly encouraged to return to training. CET credits this immediate follow-up on absent trainees with keeping significant numbers of students in training.

Absenteeism is closely tracked in computerized weekly attendance reports which are generated for instructors, division directors and other management personnel. High and consistent absentee levels lead managers to evaluate conditions in a class or training center and to develop a plan to improve attendance.

Monitoring Individual Progress, Plan Modification

Student progress is monitored for the completion of specified competencies. These are listed on a tracking form which must be initialed and dated by the instructor. The form is maintained in the student's file and is referred to during instructor/student conferences. A variety of methods are used to document competency, including tests, instructor observation, and project completion. The instructional plan, as specified in the student's Employability Development Plan, can be formally modified if necessary. Generally, instructional emphasis varies throughout training as the instructor seeks to customize instruction to meet the needs of individual students. Monitoring progress and revising instruction is a continuing process at CET.

Program Exit, Re-Enrollment and Continuing Learning

Students exit the program when they are determined to be job-ready by the completion of a minimum number of specified competencies. CET advises that, in general, at least 65% of the competencies for a course must have been completed and the student must have attended at least 70% of the planned course length. Students who meet these criteria receive a Certificate of Graduation. Those who do not meet them receive a Statement of Achievement/Transcript. In either case, CET seeks to place the student in the best possible job.

CET encourages students to continue their education—particularly language instruction—after graduating, and refers students to other adult education programs available in the community. CET does not conduct formal exit conferences with students who drop out since they are closely monitored throughout their training. As a result, it is known that many exit training for financial reasons and leave the area to seek employment.

Problems Encountered and Response to the Problems

CET staff report several difficulties, some of which are inherent in running their type of variable course length program and others which are related to constraints placed on them by funding limitations and performance standards. In no particular order, the following lists key concerns:

Problem: A central problem is a function of CET's program philosophy and design. Students, including farmworkers, enter training with widely varying personal skills, abilities and experience. Some are fluent in English and have completed high school in the United States while others cannot speak English and are not literate in any language. Traditional schooling and training generally utilizes prerequisites and testing to identify students' skills prior to entering training. CET does not pre-test nor require prerequisites; hence, it determines student capability after enrollment and makes adjustments for individual differences during the training.

Solution: CET is addressing this problem by focusing on hands-on tutorial vocational instruction while needy students improve basic and language skills in concurrent ABE and ESL classes. This requires small and well-equipped classes so students can learn from doing rather than reading.

Problem: Small classes and well equipped classrooms are costly. In addition, students with multiple problems often require eight to ten months to complete training. The cost of this intensive long-term training is potentially prohibitive.

Solution: Because training is self-paced, those who have fewer barriers are able to move readily through the curriculum and complete training in less than six months. These students in part offset the cost of training students with greater needs. CET tries to negotiate contracts based on the average length of training so that it can have sufficient time to spend with students who would otherwise be too costly to train. CET also gained accreditation which enables its students to qualify for federal Pell Grants. Income from these grants are used to offset other training costs. Without this subsidiary income, CET's training program would be too expensive for some training currently funded by JTPA.

Problem: Vocational education materials are often written at a level beyond the ability of many farmworkers to comprehend easily. Some texts require a reading ability which is beyond that required on the job for which students are being trained. In addition, CET has found no materials which clearly link basic and language skills with vocational skills.

Solution: CET has been forced to develop its own customized materials either by copying sections of texts or workbooks, or by creating entirely new materials. The result is sometimes a hodgepodge of materials which can be confusing to the student and thus is seen by CET staff as only a partial solution to the problem. They would prefer instructional materials which are more consistent with the abilities of their students and the requirements of an individualized self-paced program.

Learner Reactions to Instructional Content and Approach

Student responses are based upon interviews with a limited number of students but their responses were in sufficient agreement to assume that they are typical of many other students. Students liked the hands-on approach to learning and did not like it when they had to "learn from books." They did not like sitting and filling out workbooks. They liked the enthusiasm of their instructors and they liked the fact that they were learning new skills which would help them get a job outside agriculture. The students interviewed thought the program would improve their lives and each thought they were benefitting from training.

Several of the students thought the program would be improved if there was more equipment. All wished there was more time for training and did not feel fully confident in their ability to compete in the market place. Their primary concern was that their English was inadequate. Staff agreed that English language capability is often the weakest skill of farmworker graduates. They, too, expressed a desire for longer training time and a more effective ESL program.

The length of training is largely a function of available funding. CET operates a reasonably efficient program and has extended the training time to the point their funding options allow. If ESL instruction was more efficient, the quality of education and ultimate job placement would be improved substantially.

SUPPORT SERVICES

Service Needs Assessment

Support service needs are identified prior to enrollment in training. Key needs are recorded on the student's Employability Development Plan. However, CET does not track the cumulative needs of its trainees, thus the following information is based upon anecdotal information from two support counselors who are responsible for assisting students obtain social services.

Child care is a continuing need for many farmworkers, an increasing number of whom are single parents. Transportation, medical and dental care, clothing and food are other frequently identified needs. Housing presents still another problem, particularly for migrants who have "settled-out." Personal problems stemming from substance abuse are common while other factors, such as spousal abuse, are less common but real issues for some farmworkers.

Provisions for Service Delivery

CET seeks to meet its students' needs for social services through a combination of in-house services and referrals to other providers of services. Its training center in San Jose also houses a large Montessori-method child development center which provides care for infant through pre-school aged children of students. Funding to pay for this child care is garnered from a variety of sources. The primary function of CET's support counselors is to help students identify problems and make plans to remediate them. They refer students to other services available in the community and act as advocates, if needed.

In addition to child care, CET provides other direct social services such as operating vans to transport students to and from class, coordinating food bank distribution and, in a few locations, providing temporary housing.

CET also provides direct financial assistance of $30 per week stipends to farmworker training students enrolled under their JTPA 402 contract. Additionally, they can offer emergency financial assistance from funds provided by the Community Services Block Grant. Although CET emphasizes social service provision as the key to retaining students in training, it benefits by having most of its centers in urban areas where other community resources are more readily available than in rural areas.

Overall Utilization of Different Services

With the assistance of CET's counselors and the $30 weekly stipend, most farmworker students are able to utilize family resources to remain in training without special supportive services. Nevertheless, support counselors report that most students utilize service referrals during their time at CET. The organization credits its utilization of support counseling for making it possible for many students to remain in training.

Constraints on Services and Response

The most significant unmet social service is child care. Although CET is able to provide child care at its San Jose training center, it does not have a similar capacity at its other centers and has insufficient funding to purchase child care for all who need it. Even in areas where child care is available and affordable, there is a lack of licensed infant care.

Replicability

CET's reliance on support counselors to assist trainees in resolving potential barriers to training and employment is an essential element of its success. Because of the extended families of many farmworkers, students can often be helped to remain in training through guidance and family support. Some needs, however, go beyond the ability of a family's resources. The need for child care is continual, and one shared by farmworkers throughout the country. It is particularly critical to CET's students because their training programs are relatively long and require full-time attendance. Operating a child care center adjacent to a training facility, as CET does in San Jose, is an ideal solution, but costs can be prohibitive. Babysitting by family members is frequently unreliable and potentially destabilizing. In CET's experience, students benefit by having their children cared for in professional child care facilities. CET has developed arrangements with a number of funding sources to support child care for individual farmworkers, but the lack of child care providers and the limitations on funding overall makes this a continuing problem.

DELIVERY SYSTEM

Administration and Staffing

CET employs over 300 staff at its training centers and administrative offices. Many management functions are centralized such as personnel, accounting and management information systems. Most program planning and resource development are provided on a system-wide or regional basis. Local training centers focus on the direct provision of service. Instructors, counselors and job developers comprise over three-quarters of the staff of a local training center.

When selecting vocational instructors, CET emphasizes experience in industry and familiarity with the client population. In the past, ABE and ESL instructors have often had less experience than vocational instructors. With CET's increased interest in ABE and ESL, the experience levels and qualifications of these instructors have improved substantially. Nevertheless, CET still tends to use paraprofessionals, with the assistance of teacher aides, in those positions.

CET recruits technical instructors directly from industry and, consequently, they generally have no previous teaching experience. CET's administration views this lack of traditional teaching experience as an asset. Given that CET training is more like On-the-Job Training (OJT), standard didactic instructional practices are considered largely irrelevant and potentially obstructive to new instructors who are learning to teach in a self-paced program. Still, the need for increased instructor training was identified by several CET staff as very important. Curriculum development was reported as a central problem for instructors who generally have no formal instructional training.

Budget

ABE is an intrinsic part of the vocational training program. CET does not track ABE or ESL costs separate from vocational training. The cost per student hour for all instruction at

CET is from $5 to $6 per hour. This includes a pro-rated share of administrative and all other service costs.

CET is able to save some costs of ABE and ESL through the use of on-site instructors provided by adult education and paid by ADA. This arrangement does not easily integrate with CET's vocational instruction and is considered by some division directors as too inefficient to use. Consequently, CET has reduced its reliance on outside staff in favor of utilizing its own paid staff.

Special Local Issues, Resources, Constraints

CET's success in integrating ABE and ESL with vocational training is not dependent upon any special local conditions. Nevertheless, a relatively healthy job market is undeniably a factor in maintaining its high job placement rate. A central problem in replicating CET's training model, however, is the cost of capitalizing a vocational training course. A typical classroom lab may cost from $25,000 to over $200,000 for equipment. CET has managed to obtain equipment donations from industry. Notably, two years ago, it received a major contribution from U.S. Amada of over $300,000 worth of sheet metal processing equipment. While such large contributions are useful, they are not common and training agencies need to develop resources for their own capitalization of classrooms. This requires developing assets and credit so that new course expansion can be financed.

Level of Service and Size of Program

CET's overall program is quite large for a community-based organization, but its individual training centers range in size from serving 45 students to over 300 students at one time. CET's management believes it is not cost-effective to operate a training center unless it can serve at least 45 students at one time. A center of this size can support three 15-slot skills, but it is more cost effective to double up on at least one of the skills in order to save money on equipment.

CET's small training centers do not have the full complement of staff, but they perform the same functions as do the larger centers. Frequently, the functions of counselor and job developer are the responsibility of a single person. Similarly, one instructor may teach ESL and ABE.

OUTCOMES

Approaches to Monitoring Learners' Progress

A record of individual learner progress is tracked in the classroom and maintained in the student's file, but it is not entered into a database from which cumulative data can be reported. Student outcome data, however, is vigorously acquired and reported. CET can extract data from its management information system which identifies placement rates by skill, contract, client characteristic as well as minimum, maximum, average and median training times. Average entry wages are reported and can be compared to income prior to entering training. It is possible to compare the success rates of those who dropped out of school without going beyond eighth grade with those who are high school graduates. Limited-English speakers can be compared with those who are completely fluent; farmworkers can be compared with non-farmworkers. All of this information is readily available in CET's Management Information System (MIS) although the current system requires special programming for non-standard reports. Reports cannot be viewed on computer screens; they must be printed. Summary reports must print all back-up data as well. Consequently, the system generates huge amounts of unnecessary paper. CET is working with programmers to streamline the current system.

Even with the information available, there are some glaring omissions. For instance, the system does not distinguish between limited- and non-English speaking persons even though the educational challenge for these two populations can be quite different. Similarly, the system does not report the number of students who are illiterate in all languages. These individuals are represented only as part of the group with 8th grade or less education. Some information which is available is not used as well as it might be. As an example, CET makes little effort to assess the likely success rate, either overall or on a skill-by-skill basis, of various client groups even though this might be helpful in designing courses. This practice is based on CET's policy not to exclude farmworkers from any skill they wish to learn. Consequently, knowing the placement rates of various skills by client characteristic is perceived of little value.

Measurement Tools

CET's MIS generates standard monthly reports which reflect enrollments, terminations, placement rates and idle rates. In the past, the validity of these reports was questioned by staff because of inefficiencies in the data collection process. Today, staff indicate much more reliance upon the reports for management purposes because of improved data entry and a more rigid compliance with termination procedures.

Overall Expectations for Learner Progress

CET has been in operation for over 23 years and many of its key staff have been with the organization for most of that time. The organization has a sense of stability even as it struggles with the vagaries of annual funding cycles. It continues to engage in new program initiatives or expanding services to new training centers. Nevertheless, several staff interviewed expressed concerns regarding quality control as the organization grows, and the lack of substantial management potential in the organization's mid-level and direct service staff. A lack of sufficient experienced staff is identified as a major barrier to future program expansion.

Experience and Learning of Sub-Groups in the Program

CET's program is designed to adapt to the needs and learning styles of each student and, to a large extent, it has demonstrated its ability to do so effectively. Nevertheless, the program is not as effective in its office skills related training with limited-English speakers, or with those having 8th grade or less education. This is as true of bookkeeping skills as it is of secretarial skills even though CET operates on the assumption that numeric-based skills would be more readily learned by limited-English speakers. Improvement in basic language and in numeracy skills is identified as the most potentially helpful development for program success.

FLORIDA

Adult Migrant and Seasonal Farmworker Program

INTRODUCTION

The Importance of the Florida Experience

There are three homebase states where the majority of adult migrant farmworkers reside: California, Florida, and Texas. From these bases, migrant farmworkers follow stable, but ever-changing patterns during the growing and picking seasons in order to work the peak harvests. Homebase states are where migrants farmworkers have an opportunity to "rest" during the winter or early spring, and to devote some time to adult learning. It is important to look to these heavily populated farmworker states as potential leaders and innovators in the delivery of basic educational services.

Project staff visited Florida during July 1990 to review the status of its programs. Program and Adult Education personnel from five counties were interviewed, and a perspective of the statewide service delivery system was obtained. During the visits, many migrant farmworkers were out of state; however, their absence provided additional opportunity to spend time with staff and administrators reviewing the condition of the state of the art of services to adult migrant farmworkers in Florida. As a result, it appears that the Florida programs can be exemplary models of the organization and delivery of systematic remedial educational and vocational services to the adult migrant and seasonal farmworker community.

Florida's Adult Migrant and Seasonal Farmworker Program

The State of Florida coordinates the delivery of its basic and vocational education, and training and employment services to migrant and seasonal farmworkers (MSFWs), through a state program operated by the Florida Department of Education's Division of Vocational, Adult and Community Education. Located in Tampa, the Adult Migrant and Seasonal Farmworker Program utilizes a small staff to coordinate, fund and monitor the statewide program; the statewide program, in turn, contracts with local agencies to organize, fund, coordinate, and administer service delivery at the community level.

More than 5,000 farmworkers are served annually in the program's components which consist of classroom training, on-the-job training, work experience and emergency services. The emergency services are designed to meet the participants' basic needs in times of severe hardship; this component accounts for the largest share of services with more than 3,000 recipients served. The December 1989 freeze was a recent example of extreme adversity for the migrant farmworker community who rely heavily on work in winter vegetables and citrus to survive.

The service delivery agencies vary from county to county with local education agencies (LEAs), community college districts, county government, private industry councils (PICs) and community based organizations (CBOs) serving as local coordinators. Staff hired for the MSFW program are considered regular staff of the contracting organizations.

The local programs provide outreach, counseling, referral and service coordination with the Adult Basic Education (ABE) and English for Speakers of Other Language (ESOL) services provided by the LEA or community college providers. Service delivery stresses the development of employment-related skills and the requisite adult education preparation for skills training.

Available services include:

- outreach and recruitment
- ESOL and ABE
- occupational/vocational skills training
- On-the-Job Training (OJT)
- learner assessment
- high school equivalency
- employability skills training

This service delivery network is funded with Department of Labor (DOL) JTPA, Title IV, Section 402 funds. However, the delivery of remedial education services is most often paid for with state education funds on the basis of student attendance.

All adult and vocational education supported by the 402 program through the public educational system must be developed within a statewide curriculum framework and assigned a course code. These state frameworks set forth the competencies that should be learned, leaving individual instructors substantial latitude in the selection of curricular material and resources.

Program Locations

The Florida Adult MSFW Program is located at 15 project sites, mainly in central and south Florida. These sites serve three to five counties each, reaching out to traditional and emerging farmworker areas. The largest projects are located in Polk, Manatee, Orange, Dade, Hillsborough, Palm Beach and Indian River counties. The 15 sites serve these counties primarily:

- Charlotte
- Hardee
- Hillsborough (Tampa)
- Lake
- Manatee
- Palm Beach
- Polk
- Dade (Miami-Homestead)
- Hendry
- Indian River
- Leon (Tallahassee)
- Orange (Orlando)
- Pasco
- Sarasota

Under this model, project sites can shift based on local demand for services and local capabilities to deliver services. This program flexibility permits rapid adjustment to new needs and new opportunities.

Outreach is the responsibility of the local projects. They work with community based organizations, crew leaders, labor contractors, social service agencies and the schools to identify, recruit and refer MSFWs for basic education and other services. The local projects are responsible for determining eligibility and developing an individual employment plan.

The actual approaches used will vary from community to community. They include the use of public service advertising, proactive outreach to MSFW communities, word of mouth and printed materials.

FLORIDA'S FARMWORKER POPULATION

The Overall Farmworker Population

Florida has a migrant farmworker population of well over 100,000, concentrated in Central and South Florida. Distinct groups among the farmworker population include:

- the traditional, but dwindling, rural poor Black and Anglo farmworkers.
- Mexican-American and Mexican migrants who arrive from south Texas or from "core sending areas" in Central Mexico.
- recently-immigrated refugees from Guatemala and El Salvador.
- the first generation and H2A Caribbean farmworkers from Puerto Rico, Haiti and the West Indies.

H2A farmworkers do not receive services from the Florida Adult Migrant and Seasonal Farmworker program, but do receive services from adult school programs within the state. In effect, the outreach activities of the adult education programs can be more extensive than that of the 402 program.

During the 1980s there were sharp increases in the number of Mexican-American farmworkers relocated from south Texas to south and central Florida as the Texas citrus industry (a leading source of winter work) was battered by successive freezes. During the same period, there was an increasing flow of international migrants from Mexico's "core sending areas." Florida, along with California, is now the main receiving area in the U.S. for arriving immigrants seeking farmwork.

The most recent and rapidly growing flow of new arrivals (since the mid-80s) are Guatemalan Maya Indians, many of whom do not speak Spanish or English.

All of these farmworker population groups are of interest to educators of adults, though many are not necessarily eligible for JTPA Section 402 services.

Farmworker Program Eligibility

Program eligibility is based on Department of Labor guidelines for income and farmwork. Eligibility is checked and documented using these guidelines. The Department of Labor (DOL) eligibility definition of migrant and seasonal farmworkers differs significantly from Department of Education guidelines. The DOL is more restrictive in limiting service on the basis of immigration status, and in their definition of migrant; but less restrictive than the Department of Education guidelines regarding how current farmwork must be to qualify, i.e., 24 months instead of 12. The result of these regulatory restrictions is that the most recently immigrated migrants cannot be served while seasonal farmworkers or "settled out" migrants can.

Recent data profiling JTPA 402 participants served in English for Speakers of Other Language (ESOL) and ABE programs reveal that about 26% (1,222) were served through some form of classroom training.

Services to Migrants

Section 402 programs often assist seasonal rather than migrant farmworkers due to the latter group's frequent migration, more recent immigrant status, and preoccupation with basic survival. Nevertheless, the Florida program has been able to reach out to many migrants. Of 5,357 program participants, approximately 3,000 migrants received training and/or emergency services in 1989-90. However, while training and training assistance was provided for 2,264, only 984 were migrants. The distribution of these services was as follows: Classroom Training (630); Occupational Skills Training (148); Work Experience (98); and Direct Placement (39). The Florida program maintains that it serves a higher proportion of its participants in classroom and occupational skills training than do many of the 402 programs.

ABE and ESOL Services

The Florida program served a total of 1,200 adults in ABE and ESOL during the program year July 1, 1989 to June 30, 1990. Approximately 800 of the participants received ABE or ESOL only, as follows: ESOL, 320; GED, 120; and the remaining 360 participated in remedial and ABE services. The gender distribution in ABE or ESOL alone was 65% women and 35% men.

Of these 800 participants, 352 (44%) were reported as having less than a 9th grade education, and 248 (31%) were reported as having completed between 9 and 12 grades, but had not graduated. Among those remaining, 112 (14%) reportedly graduated from high school.

Almost half of this group—390, was reported as "limited English-speaking," although only 40% were enrolled in ESOL. An additional 340 persons received remediation services through the K-12 Migrant Education Program, although they may have been 16 or older.

Another group of 468 persons received ABE or ESOL services, though their primary enrollment was in occupational skills training or vocational education. They participated concurrently in ABE or ESOL and the vocational programs.

Services to Special Populations

Approximately half of the MSFWs served by the Florida program in 1989 were Spanish-speaking. The majority of those completing ABE were Hispanic. This is because many of them were newly legalized and received ESL/Civics services under the State Legalization Impact Assistance Grants (SLIAG) program. (Forty seven percent of the participants entered the program under IRCA.)

The ESL/Civics curriculum framework is based on INS requirements for demonstrated English and civics proficiency as required for pre-1982 amnesty applicants holding temporary resident status who wish to obtain permanent status. Initial requirements for completion of 40 hours of a 100-hour ESL/Civics instruction have been widely interpreted to mean a total of 40 hours of instruction. Despite attempts to incorporate life skills competencies and literacy in these curricula, most instructors have "taught to the test."

It is in the area of services to the Spanish-speaking client that significant programmatic and technical support services are being provided. For example, the Florida program and educational administrators associated with it have been very active in promulgating the ESOL curriculum framework currently under state review.

Florida's MSFW population is more diverse than in other parts of the United States. Of special interest are native-language illiterates, especially the Haitians who speak Creole, and who until recently had only an oral language, or a *patois* of English which is vernacular.

There is an on-going debate among teachers of ESOL about the utility of achieving literacy first in the native language before attempting to teach English as the second language. While the debate is far from being resolved, more attention is being paid to native-language literacy approaches.

One adult education program in Delray Beach (Carver Middle School in west central Palm Beach county) is utilizing a Creole native language program as the first step to literacy. Designed in the model of Paulo Freire, it includes the development of its own curricular materials (because none are available), paraprofessional personnel, and optimum use of prior and present farmworker experience as the source of much of the learning material. The county's school personnel support this program and have created a new paraprofessional position to support its implementation. A similar program for Spanish-speaking migrants will be undertaken in the fall.

The Palm Beach County Department of Education is providing adult education classes in the evenings in Belle Glade for West Indian H2A replenishment agricultural workers (RAWs). Growers provide the transportation to the night schools and subsidize consumable supplies and books.

One of the special features of the Florida program is that it can initiate and fund programs as needed. For example, if a particular service area needs an ESOL instructor and the local education agency cannot fund it, the project will fund the position with the understanding that MSFWs will receive a substantial share of the services.

EDUCATIONAL CONCEPTS AND INSTITUTIONAL APPROACH

Local Determination of Curricular Approaches

The ESOL and ABE services are provided by adult schools or vocational schools operated by local education agencies (LEAs) or by community colleges. These services may be offered as a component of, or in conjunction with, vocational education. If approved, changes pending in the state's vocational education policies will increase the possibility of offering concurrent vocational adult basic education (VABE) and vocational English as a second language (VESL). This approach would become far more common at sites that provide vocational education, and would prove especially useful for jobs which are in substantial demand and which do not require lengthy preparation.

Student Assessment and Testing

There are two levels of assessment for MSFWs. The 402 program, through its local counselors, develops a client employability plan which outlines the services and steps for the farmworker. This plan, including support services, often begins with ESOL or ABE.

In entering an ESOL or ABE program, the learner is given a learning assessment. The primary tests used are the Mainstream English Language Training (MELT) for ESOL when there is a large non-native service population, and the Test of Adult Basic Education (TABE) for ABE.

In the summer of 1990, a statewide committee reviewed student assessment to improve this procedure as it relates to vocational students. Based on their review and their criteria for suitability, three tests were recommended for use in the state:

- Test of Adult Basic Education (TABE)
- Adult Basic Learning Exam (ABLE)
- Comprehensive Adult Student Assessment System (CASAS)

Local districts determine which assessment tests to use and the procedures for using them.

Individual Plan Approach Encouraged

Florida utilizes the competency-based education (CBE) approach to adult education. Both the MSFW program and the local education providers acknowledge the importance of the individual learner and the development of individual learning plans. In practice, however, this approach is often perfunctory and ritualized. Several instructors whom we interviewed enthusiastically endorsed the learning contract approach and hoped that it could be widely implemented.

Prior to visiting the sites, project staff asked the Bureau of Adult and Vocational Education if there were any curricula or materials prepared especially for MSFWs. None were identified as being available, although the Florida Adult MSFW Program is in the process of developing a resource manual which will include curricular suggestions and materials that can be used in the classroom. They recommended that Palm Beach and Polk counties be visited to see programs that serve the largest groups of MSFW learners.

The Proposed ESOL Curriculum Framework

Using the Mainstream English Language Training project (MELT) levels, the proposed ESOL curriculum framework to date is organized as follows:

Level	MELT Student Performance Level (SPL) Equivalent
1. Pre-literacy ESOL	MELT SPL 0
2. Level I ESOL	MELT SPL I
3. Level II ESOL	MELT SPL II
4. Level III ESOL	MELT SPL III
5. Level IV ESOL	MELT SPL IV

The curriculum framework is targeted to go to nine levels. Citizenship preparation is included in the ESOL pre-literacy through Level IV. Citizenship instruction beginning at Level V is considered a separate course for the purpose of preparing for the Immigration and Naturalization Service (INS) citizenship examination.

At each level the curriculum framework is divided into the following competencies:

- Personal Skills
- Knowledge of our Environment
- Nutrition Skills
- Housing Skills
- Employability Skills
- Parenting Skills
- Community Skills
- Knowledge of our Country
- Shopping Skills
- Health Skills
- Transportation and Travel Skills

Of particular interest are the proposed employability skills competencies. They receive considerable attention and, at the pre-literacy level, include agricultural vocabulary. The competencies covered through the first five levels constitute a very useful employability skills training component.

Resource Materials

Instructional strategies and instructional approaches vary among the sites and the instructors. The following is a list of some of the more popular resource materials used or planned for use.

ESOL

- WYCAT—an ESL-ABE computer managed instruction system
- *Lado English Series*, by Robert Lado, published by Prentice-Hall Regents
- *In Print* , by Addison-Wesley Publishing, for beginning literacy through cultural awareness
- Self Instructional Videos, three videos and a workbook, developed by Video Language Products, Los Angeles, CA

ABE—GED Preparation

- Contemporary Books, Chicago—for pre-GED instruction
- Educational Developmental LAB—7th grade level software
- *Real Life English*, a four book, competency-based series published by Steck-Vaughan
- *Side by Side, Expressways*, authors Steve Nilinsky and Bill Bliss—grammar-based texts, published by Prentice-Hall Regents

Instructional Strategies

Project staff interviewed current and former instructors during the site visits. These exceptionally qualified ABE and ESOL master instructors noted that they were working as hourly wage instructors while waiting for contract positions with local K-12 schools. As non-contract staff, they are not paid for in-service and out-of-service training. This mitigates against the development of learner-centered curriculum materials, attendance at professional conferences and membership in professional associations. Administrative and instructional personnel felt that this staffing pattern is the central problem in improving educational programs for adult migrant farmworkers.

It is feasible for the Florida Adult Migrant and Seasonal Farmworker Program to underwrite special in-service training for instructors serving mostly farmworkers. This strategy may begin to alleviate the instructor training concern. Important educational concepts emphasized included the following:

Instruction

- Group interaction with MSFWs is important. This interaction should stress prior experience.
- Text books should stress contemporary issues to provoke discussions.
- Employability skills should be an integral part of instruction.
- It is necessary to practice and use language in the group context.
- Multi-sensory learning is important.

Instructors

- Bilingual ability is very important.
- Special education training is very helpful.
- Elementary education training is useful because of the emphasis on teaching the "whole person" and the teachers' experience in working with small groups. (Methodology and materials must be modified to suit adult learners.)
- A good understanding of teaching and learning styles is important.

Use of Instructional Technology

The administrators and instructors with whom we spoke expressed interest in using instructional technology, primarily for drill and practice. With two notable exceptions, however, they were not acquainted with it. They did note the need for good ESOL courseware, software and video materials. Some felt in the case of ESOL that the group-centered approach was far more useful than using machine-based tools.

SUPPORT SERVICES

Overview

The Florida Adult Migrant and Seasonal Farmworker Program provides important support services to eligible program participants. MSFWs may receive stipends of$2.50 per hour of instruction, which encourages them to utilize ABE and ESOL or other services. Since the annual earnings of Florida-based migrant farmworkers are between $4,000 and $5,000, this financial support enables students to divert time from the difficult business of survival to invest in learning.

Evaluating the need for support services is the responsibility of local project counselors. Since this is done on a case-by-case basis, wide latitude is permitted in providing services as needed. Eligible MSFWs may receive emergency loans for housing, tools, transportation, child care services, and employment counseling; they may also be referred to other service-provider agencies. *The availability of these services is a critical factor in retaining migrant farmworkers in adult and vocational education training.*

Serving the family of the migrant and seasonal farmworker is an ongoing concern of the JTPA 402 program. The family's needs, to the extent that they impact upon the program participant, are assessed so that adequate and effective support services can be provided which will facilitate the student's ability to enroll and remain in the program through completion. Several ABE and ESOL program facilities have child care services on-site or nearby. Parenting and nutrition skills are additional competencies that are taught.

DELIVERY SYSTEM AND ASSESSMENT OF PROGRAM EFFECTIVENESS

The development of policy guidance at the state level is assisted by an advisory committee comprised of a majority of MSFWs. Local projects plan their programs, in part, based on an annual plan negotiated with the Florida Adult Migrant and Seasonal Farmworker Program.

The state evaluates the effectiveness of the local programs and, to a minimal extent, the effectiveness of ESOL and ABE services. These evaluations follow an assessment of planned versus actual activities, and performance standards set by the Department of Labor.

Problems or unserviced needs, identified through these effectiveness evaluations, are resolved between the state sponsor and the local program. A typical example of this process is the funding of an ESOL instructor position by the state when local funds are unavailable.

REPLICATION OF COMPONENTS AND APPROACH

The Florida 402 model and experience is instructive in several notable ways. Most importantly, it stresses the need for basic education and vocational training in an era when some JTPA programs still stress rapid job placement. The Florida approach recognizes the fundamental need for basic education as well as training for permanent advancement. The following key features can be replicated by other states interested in serving the ABE and ESOL needs of adult migrant and seasonal farmworkers.

- **Proactive Outreach**

  The Florida program, through its local projects, actively recruits and refers MSFWs to appropriate services. The services are not provided solely for MSFWs; however, counselors from the program maintain contact with the MSFW throughout his or her education and training.

- **The Case Management Approach**

  The Florida program utilizes the case management approach whereby the student's needs are evaluated, an action plan is developed and progress is monitored. Although this process can easily become perfunctory and routine, the approach is important and can be integrated with ABE and ESOL services.

- **Stipends for Education**

The provision of a small stipend, particularly in homebase states, enhances the ability of adult migrant farmworkers to enroll in ABE and ESOL programs by easing their financial burden. The stipends are reimbursed by the state education agency based on full-time equivalency (FTE) or average daily attendance (ADA).

- **Providing Seed Funds to Create or Expand Services**

  The Florida Program improves service to MSFWs by providing funds for services not otherwise covered, for example, the cost of an instructor position or targeted training. In the past, this practice initiated ABE programs which were later funded by the local education agency.

- **Migrant Resource Manual**

  Program staff are in the process of preparing a resource manual for instructors of adult migrant and seasonal farmworkers. The purpose of the manual is to supplement the instructors' education and training, and to acquaint them more fully with the MSFW program and other available services. The manual is also intended to help instructors become familiar with the particular problems of the MSFW.

CONCLUSION

The Florida State MSFW program utilizes the range of available program offerings in adult and vocational education at the state and local levels, as well as the community college system, to serve the remedial education needs of adult farmworkers. Since farmworkers are not treated as a special population, curricula are not designed specifically for them.

At program sites with larger numbers of farmworkers, the function of economic scale applies, and such important innovations as incorporation of their experiences and backgrounds into learning activities is more easily accomplished. Smaller groups of farmworker learners often make do with standard programs and instruction when locally available. However, these practices vary widely and follow the discretion of local administrators and instructors. Since they are not systematized, they may have the effect of expanding the range of quality in program offerings and instruction.

A fairly recent proposal to develop a statewide ESOL curriculum framework has brought together an experienced group of educators to concentrate on the new framework. These thoughtful educators may provide the stimulus for the creation of even better and more appropriate methodology and materials with which to serve the educational needs of the adult farmworker population.

The visits to the Florida program sites were characterized by well informed and thoughtful discussions with a variety of program staff on how to improve services to farmworkers through ESOL and ABE instruction. During the mid-Summer 1990 visits, a resource manual was in production for instructors of migrant farmworkers in ESOL, ABE and vocational education.

Adult education administrators, teachers, and other school personnel concerned with improving educational services for any migrant farmworker community should find that a serious examination of the Florida State programs is a most worthwhile experience. They will also find an open and friendly reception, a keen interest in sharing and exchanging views, and genuine professional courtesy and camaraderie.

NEW YORK

RURAL OPPORTUNITIES, INC.
and
BOARD OF COOPERATIVE EDUCATIONAL SERVICES

INTRODUCTION

Migrant Farmworkers in New York

Although principally noted for its urban centers, New York is a large agricultural state. Adult migrant farmworkers are heavily relied upon to harvest crops throughout the state, but particularly in the areas immediately south of the Great Lakes and the Hudson River Valley. Important crops relying on the migrant work force include tomatoes and apples.

New York hosts a diverse population of migrant farmworkers. They include (in approximate order of population size): Mexican Americans, Puerto Ricans, African Americans, Haitians and Jamaican farmworkers (virtually all of whom are "imported" H2A workers), Native Americans, Anglo Americans, and a mix of other Spanish-speaking Central American refugees. As in other parts of the U.S., there are increasing numbers of Mexican immigrant workers. Farmworkers who speak Spanish as their primary language are increasing in numbers over others.

Interstate migrant farmworkers make up a large portion of New York's farm labor force. The lower Rio Grande Valley of Texas and South Florida are important sending areas. Most of the farmworkers are single or unaccompanied men; many families, and a small number of single women, come to work as well. Most migrant workers are between 20 and 40 years old. With few exceptions, adult migrant farmworkers working in New York State live in camps, which are privately owned by agricultural employers.

Seasonality and Organization of Work

The peak working periods for adult migrant farmworkers in New York are July, August and October. A smaller group of workers (about 10% of the labor force) work from March through October and a very few remain in the camps through November.

The average wage for migrant farmworkers is $4.72 an hour but earnings vary greatly; the least productive workers are likely to earn minimum wage while the most productive workers may earn as much as $6 to $7. Because of increasing mechanization, fewer migrant farmworkers are in demand and the geographical distribution of workers has changed. The potato harvest, for example, has been largely mechanized over the last five years.

Crews have also decreased in size. Whereas, in the recent past, there were crews of 30 or more, the typical crew size now averages about 10. The long work day usually begins at 6 or 7 a.m and ends between 6:30 and 8 p.m., depending on the season.

Educational Levels

The average educational level of farmworkers working in the state is between 3rd and 6th grade. Because GED and pre-GED materials at 6th or 7th grade levels were thought to be too advanced for the population, the Board of Cooperative Educational Services (BOCES) at Geneseo developed materials for 4th and 5th grade levels.

Individual interest, motivation, and marital status, rather than program eligibility criteria are the primary determinants of migrant farmworker participation in educational programs. However, length of time in the area and growers' attitudes also contribute to the likelihood that farmworkers will participate in a migrant education program.

THE NEW YORK PROGRAMS

The New York site visit focused on two programs in upstate Western New York, the Board of Cooperative Educational Services at Geneseo (referred to as BOCES-G) and Rural Opportunities, Inc. (ROI). Both programs offer a wide variety of services for migrant farmworkers. However, BOCES-G focuses more directly on the basic skills needs of adult migrants, hence the focus of this report is primarily on the BOCES-G program.

BOCES-Geneseo

The Migrant Center (funded by BOCES-G) has been in operation since 1965, offering educational services to migrant farmworker youth and adults residing in migrant labor camps. They provide a variety of services including dental, health, education, arts, and job awareness. They operate a toll-free hotline, where migrant farmworkers can call in for information about available services or get help if they are stranded during their travels. The line is also used by those in a home-study program who may need assistance with their studies.

The BOCES-Geneseo program has received national attention for responding creatively to the learning needs of adult and teenage migrant farmworkers, because most educational programs focus exclusively on the needs of K-6 migrant farmworker children. For over a decade, the Center has been a source of innovative efforts to develop program designs which respond to the specific educational needs of adult migrant farmworkers.

Funding for BOCES-G is a patchwork of state, federal and special purpose funds. Because of uncertain and limited funding, promising curriculum developments and program management initiatives undertaken by the Center have not been completely implemented.

The program's objective is to address comprehensively the migrant farmworkers' educational needs. The program provides support for participation in educational development (transportation, emergency assistance, and personal encouragement); provides in-camp tutoring in English and basic skills; and improves community relations by creating linkages with local groups to show farmworkers' art work, and by helping other agencies to understand this population's needs.

BOCES-G serves both as a resource center (developing curricula and providing technical assistance) and as a direct service provider. There are about 15 administrative staff at BOCES-G, but most are part-time. Full-time equivalent staff aggregate is approximately 10, and includes:

- The program director
- Resource specialists

- A coordinator for Volunteers in Service to America (VISTA)
- A supervisor for the literacy volunteers
- Several college faculty, part-time at the Center, developing pre-GED and arts materials
- A supervisor of student interns from the college
- A job developer
- A supervisor for the home study program

In addition to this staff, there are volunteers from VISTA and the Literacy Volunteers of America.

BOCES-G links with other agencies by involvement of staff on community boards and task forces. Staff meet with other agencies dealing with migrant farmworkers in a monthly forum called "Working Together." BOCES-G refers farmworkers desiring employment training to Rural Opportunities, Inc., or works with other educational and social service agencies as needed. They are also linked to other agencies through the VISTA volunteers.

Rural Opportunities, Inc. (ROI)

Rural Opportunities, Inc., (ROI) is headquartered in Rochester, an urban center in the western part of New York State. It is the headquarters for programs which have been in operation for the past 20 years in the states of New York, Pennsylvania, Ohio and New Jersey.

The primary service provided by ROI is employment training for farmworkers who are in the process of "settling out," i.e., becoming permanent residents of the area. ROI has consistently seen its role as one of advocacy and its service approach, to the extent possible, as providing *integrated services* to farmworkers, while addressing a wide range of needs. While ROI does not focus primarily on adult basic skills development, it believes this is an important element of comprehensive development for migrant farmworkers, and provides referral services.

If needed, basic skills enhancement and other support services are provided as a supplement to employment training. Individuals with basic skills lower than 6th grade generally qualify for special instruction. ROI frequently subcontracts with BOCES-G or other agencies to provide basic skills instruction. Subcontracting to agencies that do not already work with migrant farmworkers can be problematic. Agencies unfamiliar with the difficulties of acculturation, and the support requirements of new entrants into non-agricultural jobs, are generally not equipped to deal with migrant farmworkers.

OUTREACH STRATEGIES

BOCES-G has been operation for thirteen years and is known and trusted within the farmworker community. This is an invaluable asset for recruitment. Nevertheless, BOCES-G's outreach strategies are quite comprehensive. They have a toll-free hotline; they publish newsletters which are mailed to farmworkers in their home states; and they regularly visit migrant labor camps.

Their objective is to visit every migrant farmworker camp, contact all persons in the camp, identify their needs, and counsel them to enhance their career and personal potential.

BOCES-G also refers migrants to other agencies for services and follows up to see that the services are provided and appropriate. They also ask agricultural employers if they will approve having classes on-site. Although some employers do not participate, most cooperate if classes are conducted after working hours. A number of court decisions have specified migrant agencies' rights to have access to privately-owned camps in order to deliver program services.

The BOCES-G outreach strategy of taking education to adult learners, instead of requiring farmworkers to come to a fixed institution or location, is an important element in the success of the program. Classes and tutorial sessions are typically held after working hours (7 p.m. to 10 p.m.) at least two days a week.

The timing of schedules is a continuing problem. Farmworkers are fatigued from long work days, which suggests that one to two evenings a week is the maximum they can handle. Nevertheless, more intensive scheduling offers a better opportunity to make progress in learning new skills.

Individual encouragement to participate, and the provision of transportation and child care, are critical to boosting participation and attendance. Dealing with migrants farmworkers' immediate interests and concerns (i.e., employability needs, coping with the justice system, pay issues, labor laws and health care) attract adult farmworkers to classes. The migrant farmworker's desire for education, in and of itself, has low priority in the context of work exhaustion, family responsibilities, and other pressing concerns.

INSTRUCTIONAL APPROACH

Overview

BOCES-G houses a number of complementary programs relating to the learning needs of adult migrant farmworkers. They include:

- The Migrant Family English Literacy program
- Classroom-based parenting program
- Classroom-based Even-Start
- Classroom-based ESL and GED
- In-camp life and basic skills coaching and tutorial programs
- In-camp arts program
- Independent and home study programs

The site-visit focused primarily on the camp-based programs, in which instruction is often provided by a volunteer from the VISTA Literacy Corps. VISTA volunteers in this area also receive special training from Literacy Volunteers of America for this purpose.

Intake and Assessment

Initial intake consists of a volunteer visiting a camp and inquiring about the needs of each of its residents. This is an informal assessment which seeks to identify:

- concrete goals for learning

- previous experiences with schooling
- support service needs (food, clothing, legal assistance, medical care)

The form of the assessment is developed by the volunteer with assistance from the BOCES-G instructional supervisor. The assessment stresses identification of short-term individual learning goals; for example, acquiring sufficient English to be able to get and understand directions to reach a new area. The arts program and other activities focus on developing awareness of career and life skills.

The initial intake assessment approach used by Rural Opportunities, Inc., is somewhat similar to that used by BOCES-G in that it is informal in nature and focuses on both learning and support needs. ROI formally structures counseling into the program which concentrates on career awareness and educational requirements for different careers. BOCES-G may refer migrant farmworkers to Rural Opportunities, Inc.; however, the focus for adult learners in the camps is not on career development, but basic skills and support services.

Instructional Activities

Instruction in the BOCES-G in-camp programs is presented in small groups or in a tutorial setting. A volunteer visits a camp two evenings each week and works with whomever is interested. There is no special room for teaching; it takes place in the kitchen or other meeting area. Although there are distractions from on-lookers, it serves to encourage others in the camp to join in the learning process.

The degree of participation depends on the learners' work satisfaction and fatigue levels, instructor skills, and the choice of topic. A written learning plan may be prepared for individual participants, but it is not a prominent feature of the program.

The instructor prepares a lesson based on the camp residents' expressed needs or interests. A strength of this approach is that it adapts services to expressed learner needs, which increases the motivation for learning. A weakness is that it does not address the learners' overall basic skills development needs. Because this approach is not systematic and may leave many skills areas untouched, such as writing, it is not expected to be a foundation for life or career changes, but *a good beginning into learning to learn and liking to learn.*

ROI's approach is more structured and formal learning plans are prepared for all participants. These then become the basis for referrals to outside agencies for basic skills instruction or vocational training.

Curriculum Design—The BOCES In-Camp Education Guidebook

As noted above, BOCES-G is both a direct service provider and a resource center. Its basic curriculum design (*BOCES In-Camp Education Guidebook*) was developed in 1977. Although the current program at BOCES does not fully incorporate all of the Guidebook activities, it is a useful source of ideas for teaching and program management.

The teaching methods described in the Guidebook offer useful guidance to prospective providers of basic skills instruction for adult migrant farmworkers. Of particular interest are discussions of developing a "survival kit" for migrant farmworkers and an "apperceptive interaction method" for teaching writing (writing stories based on dramatic scenarios and personal experience). The Guidebook also provides a good discussion of visual material for use in adult classes. It would be enhanced by an update with a contemporary list of films and television programs relevant to the migrant farmworker experience (*Stand and Deliver, Alambrista, El Norte, and New Harvest, Old Shame*) which make excellent material for class discussions.

The Guidebook successfully applies Freire's learning principles to the field of adult migrant farmworker education. It is a good example of how a provider with limited resources can develop a useful tool for adult learning that is responsive to specific needs of a hard-to-serve target group.

Follow-up and Ongoing Contact with Migrant Farmworkers

BOCES-G's use of bilingual newsletters provides continuity of contact with their migrant farmworker community. The approach is useful and innovative, but the link established by the newsletters is tenuous. It does, however, offer an ongoing communication with migrant farmworkers that keeps them in touch with the world of learning.

REPLICABILITY

The BOCES-G model offers insight regarding methods for structuring learning programs that respond directly to adult migrant farmworker concerns. The program model is deserving of particular attention because of its experience in the following areas:

- Instruction in home and camp-based informal environments
- Development of individualized curricula
- Use of volunteers in literacy effort

A caution to be observed in any effort to replicate the BOCES-G model is that it is specifically designed to meet the needs of migrant farmworkers in the unique upstate Western New York area. An important lesson to be learned from BOCES-G is that such "customization" is desirable and feasible, and that each local program must develop its own individually tailored model.

Another caution to be taken with the BOCES-G model of informal learning is that although it provides a source of good ideas for instructional methodology and "home grown" programs which effectively use volunteers, it is not a model of an integrated learning program which addresses the *basic skills* gap that creates a barrier between farmworkers and the mainstream society. Administrators and teachers of adult education, however, will find valuable information in the BOCES-G and ROI programs to help enhance delivery of educational and vocational services to the migrant farmworker community.

PENNSYLVANIA

Center for Human Services

INTRODUCTION

The Program, Service Area and Population

The Center for Human Services (CHS) is located in downtown Gettysburg in a small complex which also houses a job development office and a health services clinic. The area surrounding Gettysburg is one of low rolling hills where Puerto Rican, Mexican, Haitian, and American Black adult migrant farmworkers pick apples, cherries, and peaches every year from April through September, (with intermittent breaks in the harvest season).

CHS has been offering English and high school equivalency courses for six years; last year, amnesty-related courses were added. The program operates year-round, and offers most summer courses during the evening when instructors are available.

Although CHS conducts little outreach, many farmworkers utilize the program, either because they have heard about it from friends or have been referred for SLIAG-related services by a social service agency.

Most of the adult migrant farmworker students live in camps; those who arrive before the camps open, however, live in town. The camps extend over an area of approximately 25 miles, which creates some difficulty in getting to classes. The farmworkers usually attend classes in groups, with one or two persons recognized as the group leaders (who are not selected on the basis of educational level). In addition, not all of the farmworkers who come to CHS are eligible for services; however, program staff have learned that they must work with the entire group or many of those who are eligible will drop out. *Networks based on friends and ethnicity have proven to be important elements of participation and performance.*

Most of the farmworker students in the Spanish language basic skills class are Mexican; some are from other Latin American countries and Puerto Rico. In the English language basic skills class, there is a wider variety of ethnic and racial backgrounds: Black, white, Hispanic (Mexican and Puerto Rican), Haitian, and Jamaican. Although racial tension is not an issue, the staff focuses on team-work among naturally occurring groups; thus, class assignments and some seating arrangements are made to facilitate grouping people who want to be together.

COURSE OFFERINGS AND SERVICE LINKAGES

Course Offerings

There are three courses offered during the summer, each organized on the basis of student skill level and purpose: (1) illiterate and low ABE skills; (2) GED; and (3) GED/College. The courses utilize U.S. Basics computer-managed curriculum: Comprehensive Competencies Program (CCP). CCP was financed by the Center which had obtained beta-site status (a site willing to test materials in order to locate problems and examine outcomes). Beta-site status reduced the cost of the technology purchase, both hardware and program materials, although it required more work on the part of program staff.

The curriculum has two basic strands: academic and functional skills. Students go through both of them. In each strand there are basic, intermediate and advanced topics and four skill levels within each topic. The language curriculum has four elements: listening, speaking, understanding, and communicating. These are relevant for students who are low (K-4 equivalent) in ABE skills and are not English speaking (the basic academic and functional strands); as well as students who are pre-GED and GED level.

At the Center, the GED level classes are taught separately in English and Spanish. Most of the Spanish-speaking students do not use the computer-based curriculum extensively for basic skills development. Most students use the computer-based system for ESL.

The teacher for the Spanish-speaking GED students is a young Puerto Rican woman for whom Spanish is her native language. Those taught in English and ESL students use CCP. ESL and basic skills are taught simultaneously, with the basic skills taught in the language in which the student is most comfortable.

Service Linkages

The program has a number of formal linkages with other agencies. The Migrant Coalition meets once a month with Migrant Head Start, the health clinic, job service, welfare, Catholic and Protestant ministries, and drug and alcohol abuse services. At the beginning of the agricultural season, the Coalition organizes camp visitations, where service providers as a group go to explain their services. In addition, the county has a council of community service providers (not limited to migrant farmworkers) which also helps coordination.

Referrals are the primary result of linkages. Service content or client needs are not coordinated. This year, however, the job development agency and the CHS, who share the same small building complex, have planned a joint program. Programs that must compete with each other for funding seldom make willing collaborators. This *rule* of agency or program survival affects the best of intentions, and seems to be as applicable in Gettysburg as anywhere else.

The most important support identified by students was transportation between the camps and the Center. Rainy-day staffing so students can use the Center was also identified as an issue when field work is not available. Constraints identified were money and time. Since the migrant camps are widely separated, and there is no public transportation, a number of vans are needed to transport individuals between the camps and the Center. Otherwise, it takes so long to get to the Center that instruction cannot begin at a reasonable time.

OUTREACH STRATEGIES

The Center does not conduct outreach activities at this time. In the past, they have had a part-time outreach person and a part-time counselor, but it is difficult to obtain and to retain good staff for these positions. Currently, the program serves only individuals who take the initiative to come to them.

Over the six years the program has existed, it has grown from serving four students per class cycle to more than 20 students a cycle. Uncertain funding has hurt CHS's participant base. When funding is cut off, the Center closes. This discourages enrolled and potential students, and destroys the built-up expectations of the farmworker community.

INSTRUCTIONAL APPROACH

Intake and Initial Student Assessment

During the initial intake/assessment process, prospective students provide information to a counselor, either orally or in writing (the form is available in English and Spanish). The information obtained helps to place the student appropriately with respect to curriculum. In addition, ethnic and racial background, previous schooling, the reason for seeking a GED, and the type of occupation sought after obtaining a GED are noted. Information about the student's work history and a record of earnings is also compiled.

Once the intake process is completed, the student takes either the Spanish Adult Basic Education skills assessment (SABE), which has four subtests, or the Adult Basic Learning Examination (ABLE), which has several subtests. The ABLE was selected over the Test of Adult Basic Education (TABE) for the following reasons: it appears to be oriented toward problem-solving; students are not penalized for guessing; and it seems less frightening than the TABE. Placement in ESL is based on information collected during the initial interview. CCP tests also provide information for placement. In all, the assessment process may extend over several days.

The project director and instructors conduct some test-preparation with the students prior to the assessment. They try to put it in the framework of a challenge: "testing what you remember not what you know or what you can do." The entrance tests are not supposed to make people "sweat." Part of the role of the test monitor is to watch for people who are upset by the assessment process.

Test results are seen as a measuring stick, not as a precise instrument. Sometimes the different test scores (in reading, writing, and math) show contradictory levels or skill needs and the results need to be reconciled. A reason cited for this is unfamiliarity with the mechanics of test-taking. In some cases there may be personal problems or learning disabilities. Vision and hearing screenings were cited as often necessary, though they were not provided by the program. Based on the tests and the instructor assessment, a learning plan is developed for the student which, if the student is English speaking or very low in basic skills, identifies a CCP entry level within the functional and academic strands.

Scheduling of Instruction

Students participate in basic skills development and ESL instruction (if needed) on the same evening. Half the students work with instructors on ESL and basic skills and then switch with those who were working on their own with the computer-based elements of the program. While CCP is mentioned as a technology-based approach, it provides teacher-based activities as well. Lessons begin with print and/or audio-visual core materials and are followed by supplemental print, audio-visual and CAI materials and activities. The U.S. Basics program design allows lessons to be tailored to the specific circumstances of a local area. This "customizing option" was not significantly used at this site; under-staffing was cited as the reason.

Monitoring Student Progress

Both students and instructors monitor progress. CCP provides a record-keeping system whereby the student marks the time spent on a given lesson; tests of unit mastery are provided and recorded as well.

Whether instructors take advantage of the available information to intervene in CCP sequencing, or whether CCP's program and the student bear the major responsibility for overseeing student progress, (as appears to be the the case), is not clear. Monitoring student progress seems to be a matter of individual instructor judgment during in-class session, and instructor response to expressed student concerns.

Learners, in general, were reported enthusiastic about use of CCP. When asked to cite a figure, CHS staff estimated that fewer than 4 percent did not use and did not want to use the computer-based programs.

The approach taken towards assessment aims at maximizing information available and minimizing the importance of any given score. Both curriculum-based measures and third-party measures are available. Small class size, an informal atmosphere, and some of the information on the application form provide levers to tailor instructor-based classes to student interests. Instructors and the director clearly stress that the GED is not the "end-all and be-all" of the program. There is no post-program follow-up, however, nor any sustained effort to follow-up on students who drop out. The counselor/outreach position could include follow-up activities, but it is not currently staffed.

ASSESSMENT OF PROGRAM EFFECTIVENESS

Overall Approach

In addition to information about each of the individuals in the program, U.S. Basics analyzes the overall effectiveness of the program performance. Information about age, previous education, and ethnicity of participating students is entered into the computer system. That data, plus students' performance data in the program are provided to U.S. Basics on disk. It is analyzed and results are reported back regarding the extent of grade level gains, costs, and other performance measures for sub-groups of students defined in terms of entering skill level, age and ethnicity.

A systematic assessment of program effectiveness is one of the strong points of the U.S. Basics franchising system. The primary constraint in the assessment process lies in the local programs ability to utilize this data in its planning process.

Student Outcomes and their Measurement

CHS's most relevant instructional outcome is the achievement of the GED. Beyond that, however, staff are concerned with how students view themselves as using the GED and facilitating their career and personal development plans.

In the past, the GED has not emphasized reasoning and thinking skills. The Spanish-based GED has been more focused on these, and Spanish-speaking students have tended to do better than the English-speaking students. The revised GED, however, has increased the level of skills tested, and the Center's students are doing better.

With regard to the GED, program staff have noticed that vocabulary is a key issue. In particular, the vocabulary for functional themes (life skills) is not adequate for GED requirements. This is also true of the CCP, although vocabulary-building is programmable.

Another by-product of CHS use of the computer is a generally improved sense of self-esteem. Using the computer indicates prestige and status for the students. A heightened sense of self-esteem may help students to take the GED tests.

GED testing has not facilitated feedback. Long lag times required for scheduling the GED test and the slowness with which test score results are provided, limit the usefulness of feedback for migrant farmwork students who may have departed.

DELIVERY SYSTEM

Staffing

The director is the only full-time staff person at CHS. Staffing is an issue of concern for the Center. The intake/counselor position and the outreach position are currently vacant. Other staff are currently working part-time, and no time is available for any program needs other than instruction. Staff hold other jobs during the day, and instruction takes place from 7 p.m. until 9 p.m. The lack of staff training alone is particularly critical, as staff are combining traditional teaching approaches with computer-based instruction and need to understand how to coordinate these methodologies.

Another staffing issue is the required content background for a teacher. The approach now seems to be that, as a minimum, a teacher must demonstrate competence in language and math. Writing and social studies, for example, are viewed as easier to teach if these primary competencies are in place.

A third staffing issue is bilingual competence. The Center needs more bilingual staff. Staff are currently monolingual in Spanish or in English. The students' needs for direction, assistance with language acquisition in English, and educational or job counseling require staff who can speak the students' primary language on a full-time basis. Additionally, coordination among the Center's staff suffers when they cannot discuss matters with each other.

Materials

Materials are an issue for the Spanish-based classes. The Center would like more emphasis in the CCP curriculum on comprehension in reading, and a strand that is oriented toward developing reading skills in English but is Spanish-based. Staff also feel more focus on career orientation is warranted. They would like to be more effective in building a closer link between the GED and real-life applications. Only one graduate of the program was able to actually use the GED in the marketplace.

REPLICABILITY

A central element of the Gettysburg HEP approach is the use of Spanish language-based GED classes as an entry into improving English skills. Students can gain immediate access to content instruction (although not through the U.S. Basics' CCP program). They can then be encouraged (in ESL classes) to improve their English and supplement their Spanish language-based GED with work in the computer-based basic skills curriculum that forms the heart of the CCP system.

Spanish-speaking staff were employed to assist students in this transition, and students worked with them as well as with the ESL staff. The approach to ESL utilized by U.S. Basics allows learners to begin at a relatively low level (through use of language master technology). Consequently, students can begin early to familiarize themselves with the computer and develop basic keyboard skills.

A strong feature of the CHS approach is its dedication to serving all students who want to try. The Center, in its orientation to staff, emphasizes the importance of strengthening natural networks of learners. Additionally, U.S. Basics' CCP, by being appropriately targeted to students with low level skills, provides an instructional tool which allows students to proceed at their own pace without threatening the progress of other students.

Another promising feature of the program is the use of computers as instructional tools. Students seem to like using them, and to enjoy learning about computers while building basic skills. Students appreciate the privacy the computer-based learning offers and the freedom to go at their own pace. The ESL set-up combines tape-recorded language for improving receptive language ability, and the opportunity to practice producing sounds and compare them with an instructor's spoken language.

Replicability of the non-computer based elements depends primarily on the service agency's guiding philosophy. *The main component of the Center's unique approach is a commitment to instruction in the native language*. Such a commitment is an important element in adapting the CCP program to the needs of farmworkers, since the CCP adult basic skills, life skills, and GED curricula are in English. Tailoring the CCP design to allow adult basic education and ESL to take place *concurrently*, is very critical. The reason for this is that few migrant farmworkers have the time to learn ESL first, and then, sequentially, work on basic literacy skills and life skills.

It should be noted, however, that there is continuing controversy among educators about the merits of providing instruction in the native language of the student. This controversy reflects political and methodological concerns. For example, when CHS tried to expand its program through state funding, the state did not approve of non-English-based instruction.

Acquisition of the computer-based elements depends directly on financial resources. Although the cost of technology is declining and educational institutions often can obtain further cost reduction, technology hardware and software still remain a substantial investment.

An advantage of the U.S. Basics program is that it runs on either IBM or Macintosh systems. The technology investment is a long-term one that requires careful consideration and investigation of all the implications for any program.

U.S. Basics is a private non-profit corporation established specifically to franchise and disseminate the curriculum package. U.S. Basics start-up support is highly structured and is adapted specifically to the needs of small agencies, both local educational agencies and community-based organizations, serving low-income students. *A constraint on start-up assistance in programs targeted specifically to migrant farmworkers is that U.S. Basics* *is used mostly in urban environments with fairly stable populations, and there is not yet a base of experience in adapting the design to a migrant rural population.*

The utility of the CCP curriculum, even under the staffing constraints faced by CHS, suggests that it could be adaptable by other organizations which serve migrant farmworkers with similarly limited resources. The difficulties of adapting to the lack of a computer-based Spanish-language adult basic education, life skills and GED, require careful attention. Similarly, adaptions needed to integrate the ESL curriculum with the ABE/GED curriculum into a workable concurrent program, must also be carefully considered.

TEXAS

LULAC CREATIVE ACADEMIC ACHIEVEMENT PROGRAM and WESLACO INDEPENDENT SCHOOL DISTRICT ADULT PROGRAM

INTRODUCTION

Overview

The lower Rio Grande Valley has one of the most concentrated populations of migrant farmworkers in the United States. The site visits to this area reviewed two programs offered by separate educational providers: the Creative Academic Achievement Program of the League of United Latin American Citizens (LULAC) in McAllen; and the Adult Program of the Weslaco Independent School District. These programs represent two different types of service providers and curricula which have evolved in the local area, although LULAC's program is a franchise of the national U.S. Basic Skills Investment Corporation.

The Migrant Farmworker Population

Hidalgo County has for many years been (on a per capita basis) one of the poorest five counties in the United States. The poorest residents live in rural *colonias* (dense rural hamlets) and find it very difficult to get into town. Although the area is urbanizing rapidly, there is not an adequate public transportation system. Perhaps a third of the farmworkers in the area have no cars, or have cars which are often broken down. In bad years such as 1990, farmworkers who owned cars literally had no money to buy gas. Consequently, transportation to class is a particularly serious obstacle.

The diversity of educational needs in the lower Rio Grande Valley is also unusual. Because such a large proportion of the population stems from the 1950-1965 influx of *Braceros* (Mexican guest agricultural workers), the distribution of educational needs is distinct from other farmworker areas of the United States. Older residents tend to be more limited in English than younger residents, (most of the latter group having been born in the U.S.).This contrasts sharply with other important farmworker areas such as California and Florida.

There is also a relatively small population of recent Mexican immigrants. These new arrivals have characteristics similar to those of recent farmworker immigrants in other areas of the country.

The lower Rio Grande Valley continues to be an important farmworker homebase; however, the area has become urbanized to the extent that there is an emerging "culture gap" between Mexican-American farmworkers and "mainstream" Mexican-Americans working in service industries. In fact, the most firmly committed migrants are the group least likely to seek to improve their educations since these families have developed specialized economic strategies that do not require English.

Although the lower Rio Grande Valley is a rapidly-changing area, there have not been successful attempts to conduct needs assessments which might serve to craft human service delivery systems that meet residents' needs. An ambitious and recent survey of residents of *colonias* (*The Colonias Factbook*, Texas Department of Human Services, 1988) paints a stark picture of the economic situation of residents but makes few concrete programmatic recommendations.

The Adult Education Student Population Served

Adult Education programs in the lower Rio Grande Valley have given little systematic attention to the diverse needs and objectives of different groups of potential adult learners.

The population served by the Weslaco Independent School District and by the McAllen LULAC project consists of both foreign-born and U.S. born Hispanics, most of them of Mexican origin. The service population, however, includes some Central American refugees. The GED programs are oriented more toward English-speaking students who were born in the U.S.; the primary learners are young adults who have dropped out of school.

The student population did not consist predominantly of farmworkers at either site, but both programs did include farmworkers among their students. At both sites, women outnumbered men in ESL programs, although several farmworker men did attend classes. Neither program tailored its curriculum to meet specifically identified learning needs of farmworkers. However, the course scheduling in Weslaco was designed to facilitate the participation of migrant farmworkers spending the winter and spring in their homebase communities in Texas.

The site visits were conducted in mid-April, before migrants left for the Midwest and North. Several of the students in Weslaco were attending night school while working days in the onion harvest. Many of the women in the classes were homemakers, but some worked in local packing houses or clothing manufacturing industries, as well.

PROGRAM CONTEXT

The lower Rio Grande Valley is an area which continues to be highly agricultural, but which is rapidly industrializing with service and light manufacturing industries. Freezes in 1983-1984 and 1989-1990 (four months before the site visit) had seriously damaged the citrus industry. While the area is a migrant homebase because of its winter work, there is still a very high level of underemployment and unemployment during the winter, making this a better time for class attendance.

Both the Weslaco and McAllen classes are held at "in town" sites. Although more migrant workers live in the *colonias* than in town, no adult education program provides classes in the *colonias*. Attempts by another local school district to set up classes in two *colonias* between Weslaco and McAllen were reported by various observers to have been failures. The Weslaco program is held in the evening at the local junior high school. The LULAC program operates from the second story of a small McAllen office building.

The Weslaco ISD is a member of the 18-district Hidalgo-Starr county educational cooperative which serves as a coordinating organization for individual school districts. The LULAC program is a Comprehensive Competencies Program (CCP) site, one of more than 380 learning centers franchised by the U.S. Basics Corporation, a non-profit organization set up with support from the Ford Foundation to provide self-paced basic skills instruction.

The U.S. Basics network provides technical assistance to community-based organizations which want to set up and operate CCP programs. Consequently, each franchised site shares a common program design with others; to some extent, they are tailored in response to local conditions and needs.

Thus, while differing significantly in program design and instructional approach, the sites visited each had technical assistance available: the Weslaco ISD receives support from the regional education cooperative; and LULAC, from a national and regional support network.

OUTREACH STRATEGIES

The Weslaco ISD conducts an aggressive outreach campaign. Flyers announcing the availability of classes are distributed to all children in the school district and public service announcements are placed on the main local TV stations and several local radio stations. Announcements are in English and Spanish. According to the program director, most students who enrolled in classes heard about the program via *word of mouth* from friends.

The McAllen LULAC program did not use media as part of its outreach, but recruited students via linkages with the Texas Migrant Council (which has pre-school Head Start programs).

Both programs identified "amnesty classes," (the pro forma 40 hour courses required by INS for pre-1982 immigrants to achieve permanent residence), as an important source of ESL participants. Students who came into the programs initially as a result of the widespread publicity about ESL/Civics instruction, continued with their studies in order to learn more English and improve their basic skills (beyond the INS requirements for a "certificate of participation.").

Outreach via *word of mouth*, and via referrals from educational programs serving children, are likely to be valuable methods in any farmworker area. Reliance on media for outreach will vary in effectiveness depending on the range of media available. The lower Rio Grande Valley has a broadcast industry closely attuned to the different segments of the blue collar and farmworker population, with radio formats running the gamut from salsa to country western.

EDUCATIONAL CONCEPTS AND APPROACH

The two programs use very different approaches to instruction. Weslaco ISD represents a traditional instructional approach, while the CCP program is highly structured and program designed for community-based organizations and alternative education settings. CCP relies, in part, on computer-based instruction.

Intake and Initial Assessment

In the Weslaco program, initial assessment for adult basic education (either pre-GED or GED) is performed with a short 58 item reading test, the ABLE II; the McAllen CCP program uses the TABE.

Initial assessment for ESL students is informal at both the Weslaco and the McAllen sites. In the Weslaco program, students are placed in a beginning, intermediate, or advanced ESL class based on a 20-item inventory of conversational questions eliciting information about the student. In the CCP program, the ESL teacher assigns students to the appropriate "strand" of the ESL curriculum and the computer-based system incorporates a competency-based tracking system tied to standard measures of language competency: the TABE, the LAS, and the BEST.

In principle, the Weslaco program is an open entry - open exit program but, in practice, most students enroll at the beginning of the instructional "cycle" in either October or February. The McAllen program is, in principle, a "walk in" program where people can come in when they want. In practice, ESL classes were scheduled for evening while the GED class was a daytime 40-hour per week class sponsored by the Texas Youth Authority. Thus, while both programs would allow enrollees some flexibility, neither encouraged it.

Development of Individual Learning Plan

Both programs visited sought to accommodate a wide range of individual learning goals. However, the farmworker students we talked with were specific about their learning objectives. They wanted to learn English to get better jobs.

The GED class observed at the LULAC site had a very high level of learner participation in selection of topics to be covered. The LULAC staff in particular felt strongly that staff should provide informal counseling as part of the learning process, recognizing that adult education participants, GED or ESL, were involved in major life changes. The Weslaco ESL classes observed were standardized with few opportunities for individualized learning.

Both programs sought to provide continual reassurance and to build learners' self-confidence since they recognized the importance of success, given that most students (not just farmworkers) expected failure.

Course Content and Learning Objectives

In the Weslaco program, ESL classes were provided at four levels: amnesty ESL/civics, beginning, intermediate, and advanced and basic skills education at two levels: pre-GED (grade levels 0-8) and GED (grade levels 9-12). In the McAllen CCP program, learning is on a continuum. However, the coping skills and career orientation modules, while "integrated" with the ESL curriculum are available only in English.

Basic skill learning for English-speaking students was oriented toward passing the GED. In the Weslaco program, the curriculum included units designed to familiarize students with test-taking, and students were referred to the GED when instructors felt they could pass the test. In the McAllen program, students were referred to the GED only after they had scored about 55 on the practice GED test. (It was anticipated that students would be nervous and do less well on the actual test.)

The CCP basic skills program combines academic and functional competencies objectives. The functional competencies include occupational knowledge, coping skills, consumer economics, health topics, and information on community resources.

The Weslaco program consists of two 3-hour classes per week over a period of ten weeks amounting to 60 hours of instruction per cycle. The CCP program is open-ended; expected gains, based on 1989 national data, are over 4 grade levels per 100 hours of instruction. It is reasonable to expect somewhat lower rates of skills acquisition for migrant students who speak only limited English .

Class Activities and Instructional Techniques

The CCP model, by combining teacher-based instruction and computer-based instruction allows teachers to devote most of their time to individualized instruction. The GED class observed at the McAllen site was focused on values clarification and problem-solving. All participants were actively involved in a wide-ranging discussion. The active participation by a group of "at risk" youth, who would be only minimally involved in class activities in many settings, was impressive.

The ESL classes observed at the Weslaco program consisted of oral drills in English. The CCP ESL instruction includes oral, traditional classroom activities and computer-based learning. The computer-based ESL units are self-paced and allow learners to hear English phrases repeated as often as they desire, then to record their own phrases and to compare them with the recorded material. The audio material includes on-screen computer graphics, reinforcing the oral learning.

Neither of the programs observed had adapted curriculum to meet the instructional needs of farmworkers.

Educational Technology and Materials Used

The Weslaco program used no educational technology. Standard textbook materials were provided to students. These included the Prentice Hall ESL, pre-GED, and GED texts and workbooks, Steck-Vaughn ESL and ABE materials, the Oxford Pictorial Dictionary and U.S. Department of Justice Amnesty/Citizenship texts.

The CCP curriculum package is a standardized multi-media one, including computer software for the ESL and GED drills, textbooks, and video materials. The CCP ESL learning station has a very user-friendly interface, allowing students to record and compare their spoken expressions with the "standard" recorded pronunciation. The GED materials conform to what is an emerging standard for courseware in ABE, a compact and well-designed set of programmed drills with student tracking capabilities, but with limited graphics.

The CCP life skills or "functional competencies" strands in the ABE curriculum seem particularly well thought out and presented. Units on banking, credit, taxes, and insurance, on getting jobs and keeping them, on community resources, medical care, and parenting all serve to enrich the basic curriculum. The McAllen program staff believe that a "sequential" learning model (learning English first and then beginning life skills learning) is justified; however, the utility of the curriculum for migrant and seasonal farmworkers would be greatly increased by the availability of a Spanish life skills/GED version, allowing for a "concurrent" learning design.

Monitoring Individual Student Progress

In the Weslaco program, overall adult education learning opportunities consist of a continuum of classes: three levels of ESL, and pre-GED or GED. Teachers managed the overall learning of individual students by monitoring their progress informally and recommending that they move on to the subsequent level, if appropriate, or repeat the instruction. Since class size was small, tracking individual progress did not present a problem.

The CCP program contains student tracking capabilities typical of computer-managed instruction (CMI) packages. Student progress is tested after completing each instructional unit and recorded, together with background data on the number of hours required to learn the instructional objectives and the actual score. The CCP program also stresses involving students in tracking their own progress via individualized "plans and profiles" which are updated daily. This is a useful way to build students' awareness of learning as an investment of time and to strengthen their sense of responsibility for their own learning.

A particularly strong feature of the CCP program design is that a full-fledged management information system allows the program provider to analyze progress of specific student groups (e.g., teenagers, older farmworkers) to allow for "fine tuning" the program. The CCP design, based in part on the prior *Opportunities Industrialization Center* model, strongly emphasizes flexibility and individualization in adapting to learner style and ability.

Learner Reactions to Instructional Content and Approach

Students at both sites were pleased to be receiving free assistance in overcoming their educational deficiencies.. The class atmosphere was friendly and collegial at both sites. Program participants were not in much of a position to provide "consumer" comparisons of the program they were enrolled in, but one participant who had attended ESL at the local university felt that the Weslaco class was comparable.

The Weslaco site did not appear to be very cognizant of farmworker needs, lifestyles, or concerns. One legalized farmworker wistfully said he would like to keep learning after he went north to Illinois, but knew it was not possible. His worry, a reasonable one, was that he might forget the English he had learned in the Spring class over the Summer. At Weslaco ISD, the question of application to real-life concerns outside the classroom was beyond the program's scope.

In contrast, the McAllen CCP program, with its built-in focus on counseling, individualization, and life concerns, fully engaged the learners' attention and addressed their life concerns.

SUPPORT SERVICES

The Weslaco program previously provided child care for parents to facilitate program completion, but was forced to discontinue this service. The program encouraged informal ride-sharing, (as transportation is a major problem both for new immigrants and long-time residents of the area), but had no funds to provide transportation. The program did not appear to participate in community information and referral networks.

Both programs felt that transportation support would greatly facilitate student participation but neither was able to provide it. A collaborative plan between the Edinburgh School District and the Texas Human Resources Department (Social Services) had attempted to locate adult basic education classes in *colonias*, in part to overcome the transportation problem. The pilot project , however, was never implemented.

The McAllen program provided referrals to other service agencies, but the support service network in the lower Rio Grande Valley is stretched so thin that virtually all service providers exhaust funds without meeting more than 10 to 20 percent of the universe of need.

Lack of transportation services, child care, and career counseling services place serious constraints on both programs; poor economic conditions, in general, also restricted many students' capabilities to participate in learning programs.

DELIVERY SYSTEM

Administration and Staffing

The Weslaco program conformed to a staffing pattern common among adult education providers. Instructors were hourly employees, most of whom were also elementary school teachers in the district. Teachers were well paid by south Texas standards, but often were teaching in the evening after completing a full school day. There was one instructional aide for each three classes, a staffing ratio that appeared to work well as aides rotated from class to class.

There were no instructional aides in the McAllen program due to under-enrollment in classes. The office manager combined her overall administrative work with providing orientations to new students and testing current students. The program staff had all completed a U.S. Basics week-long staff training session.

Instructor to student ratio was planned to be about 1 to 10 in both programs, and both had very low administrative overhead.

Budget

Budget data was not collected; however, both programs seem to operate at somewhat lower funding levels than normally found in other areas.

A Texas Basics report on 3rd quarter, 1989 program performance statewide, shows a total instructional cost of $16.20 per instructional hour or $.70 per student per hour based on an average enrollment of 23 students.

OUTCOMES

Specific outcome data was not obtained for either program. It may be reasonably inferred that the impact of their educational services most probably rests on whether students enrolled in multiple courses, since approximately 60 hours of instruction are not likely to yield high results in terms of the English-speaking ability of monolingual Spanish speakers. The value to English-speaking GED enrollees of educational investments of this order of magnitude is probably somewhat greater.

Texas statewide reading gains, for a largely (96%) minority student population, were 3.85 grade levels per 100 hours of elementary reading instruction, and 5.81 grade levels per 100 hours of intermediate reading.

REPLICABILITY

Although funding constraints faced by the Weslaco and McAllen programs are as serious as any in the country, replication of their program approaches is not a function of funding level.

The strategy of providing adult education classes to migrant farmworkers in their homebase communities during the winter is extremely promising; however, provision of such services needs to be supplemented with "continuation" programs assisting migrants to maintain their progress in learning English and building basic skills over the course of the summer.

Availability of bilingual staff and organizational commitment to hire such staff, *even when their educational qualifications are lower than those desired by some educational agencies is crucial for replication.* A strong point of both programs is that they are able to use paraprofessional staff effectively.

Weslaco's electronic media outreach efforts can only be replicated in areas where there are bilingual radio and television stations, as in the lower Rio Grande Valley. The strategy of covering a wide range of English-language competencies by providing a continuum of classes is feasible in any area where the migrant farmworker population support this range.

A strong point of the U.S. Basics program in adult basic education is that there is a great deal of emphasis placed on program start-up. The standard "franchising" arrangement includes:

- strong technical assistance;
- staff orientation and training; and
- ongoing, mandatory assessment of student progress and program performance.

Although Hidalgo County has one of the largest populations of migrant farmworkers in the United States, it is instructive that neither the Weslaco nor the McAllen program was tailored to address their migrant farmworkers' characteristic concerns.

A more useful developmental approach than the replication of the services provided in these programs would be to design a local program, based on the following considerations:

- seasonal patterns of local migrant farmworkers;
- their special concerns as prospective adult learners; and
- barriers to class attendance, such as transportation.

Such an approach might also benefit from incorporating the U.S. Basics curriculum, which is a fundamentally strong one, and by giving serious attention to teaching ESL and ABE concurrently.

WASHINGTON

COLUMBIA BASIN COLLEGE
and
WASHINGTON HUMAN DEVELOPMENT CORPORATION

INTRODUCTION

The Central Washington Area and Farmworker Population

The Pasco area of Washington State, Franklin and Benton counties in the central part, plays host to more than 6,000 adult migrant farmworkers. Primary crops are apples and asparagus; cherries, pears and various vegetables are also grown here. In past years, the area relied on "fruit tramps" to harvest the crops, but beginning in the 1950s, a labor force of migrant farmworkers from South Texas took over. Since then, some have settled out in the area.

Almost all of the migrant farmworkers in the area (99%) are Spanish-speaking, (75% from Mexico, about 20% Mexican Americans, 3%-4% from Central America), and a few are Canadian Indians. Surveys of employment in asparagus and apples, conducted by the Washington State Employment Commission, indicate that 65%-75% of the peak harvest labor force are out-of-state migrants.

Most of the migrants are unaccompanied males between the ages of 20 and 40. While the early harvest of asparagus is dominated by Texas-based migrants and includes a good proportion of family workers, other crops are harvested primarily by immigrant workers from Mexico. Many immigrant farmworkers who were legalized under the Immigration Reform and Control Act of 1986 have settled out in central Washington. However, the state has an unusually high level of intrastate migration because of the timing of the western Washington strawberry and cranberry harvest and its relationship to central Washington farm labor tasks such as cherry picking, pear picking and apple thinning.

Assessment of entering educational levels of individuals participating in ABE and ESL classes has shown two-thirds of the population score below fourth grade in English language skills. Even those who speak some functional English do not read or write English proficiently.

During the harvest period, migrant farmworkers live in labor camps in the Pasco area. The asparagus harvest is of short duration—no more than two months; and as soon as work is over, the migrants must vacate this housing. The peak work periods are from April 15 to early June for asparagus; June for apple thinning; mid-August through late September or early October for picking apples. Many of the migrants who have settled out in the Pasco area are working at processing and packing plants.

PROGRAM CONTEXT

Site visits were made to two educational agencies in the Pasco area: the Washington Human Development Corporation, a nonprofit community-based organization and the local community college district.

Washington Human Development Corporation (WHDC)

WHDC is the JTPA , Section 402 grantee with field offices in Pasco, Yakima, Walla Walla, and other cities in central Washington. It provides employment training, English as a second language (ESL) and adult basic education (ABE). During the 1989-90 program year, about 140 farmworkers were successfully trained and placed in new jobs by this center.

While the focus of WHDC is on employment training, about 20% of its budget is directly targeted to adult basic education because it is a crucial element in building farmworkers' employability for non-agricultural occupations.

Participants who are eligible for JTPA 402 training participate in the basic education instruction, if needed, for a maximum of 100 hours. About 15 individuals per program cycle participate in ABE or ESL classes. In the past, some participants have wanted to obtain the GED and instruction has been provided. Currently, however, emphasis has moved away from GED, because of the time required for students to reach a passing level and the limited instructional time available. The emphasis is now firmly on developing survival English and employment-related English.

Training is provided on-site in a classroom setting during the afternoon and early evening hours. During the day, the classroom is used by the local school district, (which provides computers as well). Enrollment is on a first come-first served basis and by referrals from social service/employment development agencies in the area. Linkages with other organizations are informal and occasional.

Columbia Basin College (CBC)

CBC is one of the educational agencies which offers Adult Education services through the Washington State community college system. It has been in operation for at least 13 years, providing ESL and ABE leading to a GED).

Over the last two years, the organization of these services has changed so that now they are housed in the Administration Building on campus, and a separate "continuation" school section is located within the town itself. This report covers services provided on the main campus since no services were available at the satellite office during the brief visit.

At the campus, there is a small full-time staff consisting of the coordinator of the ESL and ABE programs, clerical support, and two teachers in the Learning Opportunities Center. ESL is conducted by part-time instructors.

For the past two or three years, the U.S. Basics' computer-based Comprehensive Competencies Program has been the primary means of providing ABE instruction. Therefore, instruction is individualized within each strand of competencies.

In 1988, the Washington State Department of Education instituted a competency-based approach to instruction, developing its own competency framework. While academic in nature, these are oriented toward developing life skills. Complying with this change seems to have been a positive experience for CBC's ESL and ABE program staff. They cite the impact as having directed more attention to reading and writing along with the continuing focus on oral English competence. In addition, the competencies seem to have provided a means with which to analyze the effectiveness of the programs.

OUTREACH STRATEGIES

Intake at both CBC and WHDC is limited to prospective students who are "walk-ins" or who are referred by other community and social service agencies. While notices may be broadcast via radio or displayed in stores and supermarkets, these channels are not believed to be very useful as a means of recruiting students. Adult basic education services provided by WHDC and CBC are self-contained and few linkages are maintained with other service agencies.

INSTRUCTIONAL APPROACH

The instructional approach at the two agencies reflects differences in organization structure, mission and staffing, although the farmworker populations served by each were similar.

Washington Human Development Corporation

WHDC provides instructor-based skills and ESL education in classes consisting of approximately 15 students. Farmworker clients are referred to the WHDC educational component, depending on the intake worker's assessment of their need for improvement in basic skills.

Educational Services Offered

Initial assessment is based on an informal intake interview with the applicants and on their performances on the Test of Adult Basic Education skills (TABE). Based on these, an individual plan is developed which specifies the instruction needed for the new client to move into non-agricultural employment. Elements of the instructional program include the following choices:

- English as a Second Language (ESL) classes
- Adult basic education (ABE) classes
- Application/Resume workshops
- Interview workshops
- Career awareness workshops
- Counseling
- Attitudes workshops
- Work habits workshops
- Tutoring

Workshops are intensive sessions, often presented by outsiders such as the local Minority Business Development Center. A student is likely to participate in a combination of program elements based on individual need. Because services are provided in the employment training context, and JTPA performance standards discourage costly educational training investments, the *employability development plans* are likely to include the minimum level of basic education required to achieve stable, full-time employment.

Staffing and Scheduling

One full-time instructor provides both ABE and ESL instruction; an aide is also employed to assist with instruction and provide bilingual tutoring support and encouragement.

Two strands of classes are held, allowing a student to participate after work, essentially from 4:30 p.m. to 7:30 p.m. (with alternate evenings focusing on ESL or ABE); or during the afternoon from 1:00 p.m. to 4:00 p.m. (with alternative afternoons focusing on ESL or ABE).

The tutoring and assessment functions are specifically allocated time apart from class sessions so the participant will not lose continuity of instruction and still be assured extra attention. Instructional planning and coordination of various program activities by staff is also built into each weekly schedule.

Materials

Materials in use are generally developed by Steck-Vaughn. The instructor cited a need for materials more oriented to problems farmworkers are likely to find in adjusting to a new community, and to the Pasco community in particular. Such materials might consist of a series of pre-assembled pictures of common signs used in communities (such as at pedestrian crosswalks or on grocery store price labels).

Assessing and Managing Student Progress

For basic education skills placement, CASAS Reading and Math and the TABE are the main vehicles. Scores generally indicated second and third grade performance levels. Steck-Vaughn materials are the primary ones used for math, reading and survival skills (designated in the employment training context as "Pre-Employment" skills).

For English as a Second Language, CASAS' Listening Test is the primary assessment tool. Instruction is 80% oral (practice speaking and listening). The remainder is dedicated to reading. There is a minor focus on writing. Lessons often have homework components where students bring in examples of the use of a certain word, and these are discussed by the whole class.

No specific text for ESL is used. The instructor makes use of self-developed exercises of interest to the class. ESL classes are very basic. More advanced survival language skills are considered to be part of ABE. In ABE classes, basic skills themes such as work expectations, relating with co-workers, and what to do about work absences, are folded into the practice of new language and numeracy skills development.

Instruction, then, is driven by participants' needs and instructors' interest. Individual learner outcomes are examined; however, trends in performance and overall performance level in these classes are not generally tracked. There is follow-up of students to a degree, but the primary emphasis is to achieve a successful placement under JTPA regulations (which require a 90 day follow-up for the agency to earn credit for a job placement and be completely reimbursed).

Columbia Basin College

Educational Services Offered

CBC provides instructor-based ESL classes and computer-based ABE classes. ESL classes are held both during the day and evening, consciously following a small class-size approach of 10 to 15 students. The ABE computer lab is individualized and accommodates larger groups. Both the classes and the lab had two teachers present and sometimes an aide as well, making the instructor-student ratio about 1 to 5.

Student Assessment, Educational Approach and Instructional Management

The TABE locator test is utilized for ABE placement. After taking the test, the student is assigned to one of the levels within the U.S. Basics CCP computer-based system.

Staff recognized that the TABE may not be as satisfactory a placement test for the farmworker population as needed, but they feel that the flexibility in U.S. Basics allows students to find their own strengths and weaknesses. Essentially, if students achieve an 85% completion rate they are encouraged to move on to the next unit of instruction.

ESL and ABE are taught sequentially. Once students passed the ESL classes, they proceeded to the ABE lab. Coordination among ESL part-time instructors is very limited. Meetings are held among staff at least monthly but planning time and time for coordination are in short supply. Student follow-up is not funded, and too time consuming to conduct without such support.

The lab instructors monitor learners' performance, help address individual problems they experienced and hold special sessions, (particularly in the writing course) during the academic session. Materials accompanying the computer-based modules are generally appraised as adequate, although not fully able to meet adults needs for English that is oriented to seeking employment.

With the change in State Department of Education focus on adult basic skill competencies, the lab personnel are studying the relation between U.S. Basic's competencies and the Washington Department of Education's and comparing the supplementary materials in terms of the new focus. It was felt that the State's competencies were well aligned with the existing competencies incorporated into the U.S. Basics framework.

ESL placement vehicles are an ESL oral interview and a literacy placement test that CBC developed. The oral interview uses application interview questions for assessment, supplementing them with descriptions of actions portrayed in accompanying pictures. The literacy placement test focuses on number and letter decoding, pronunciation of targeted difficult words and comprehension of a very short story. Each placement test takes about 10 minutes to complete and the tests overlap somewhat with regard to the assessment information they provide.

Monitoring students' progress in ESL is done by personalized student-instructor interaction and by testing. ESL instruction utilizes small group, as well as individual, work and follows the State's Core Competencies for ESL.

The following instructional materials are in use: *Practice in Survival English* (*Read the Instructions first; It's on the Map; Label Talk; Machine Age Riddles);* Laubach materials from *New Readers' Press* in New York; *Personal Stories, Side by Side;* and *10 Steps* and *26 Steps* from Alemany Press. Staff feel that more games (such as AD LIB—a dice game with letters on each die requiring spelling words to gain points) would be desirable.

Pictures are used in class as stimuli, and tutors also worked individually with students on a regular basis.

SUPPORT SERVICES

WHDC identified a number of support service needs (which they identify as barriers to training and subsequent employment). These include health services, transportation, legal assistance, child care, emergency financial help, housing, and counseling for alcoholism or other substance abuse. These problems are identified during intake and subsequently addressed. WHDC has a small budget funded by a Community Services Block Grant (CSBG) which is very flexible in terms of the type of support it allows; however, it is not adequate to meet client needs.

CBC does not formally identify support service needs.

Both agencies operate in a fairly self-contained fashion in the community, not seeming to maintain ties with other agencies beyond participation in quarterly meetings of agency executive directors.

OUTCOMES

WHDC uses CASAS to test improvement over the course of participation and keeps progress records on each student. CBC uses the ESLOA to test improvement, as well as the progress measures in the U.S. Basics curriculum.

Both providers now have general goals and objectives for students and are interpreting these as benchmarks for their classes. Neither agency uses assessment data as a basis for examining how the program is serving participants nor for guidance about improvement of program impact.

Another issue for evaluation of program effectiveness relates to the utility of the particular program competencies developed in the program, or priorities among competencies within the context of farmworkers personal and economic goals. WHDC centers its ESL instruction on students' employability needs but is now moving to focus its ABE instruction to meet personal needs as well. CBC has an approach to both ESL and ABE which generally applies to all students and which was less tailored to any particular individual's needs.

OUTREACH, RECRUITMENT AND RETENTION

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OUTREACH, RECRUITMENT AND RETENTION

Working within the migrant farmworker community to develop increased interest in the values and benefits associated with continuing education is a challenge for administrators of Adult Education. Getting adult farmworkers to enroll in educational activities is a function of successful outreach and recruiting efforts in their community. Retaining them in educational settings until their personal objectives are reached is a strong indicator of program effectiveness and of the artfulness and empathy of their teachers.

INTRODUCTION

An Old Myth

There is an old myth around that continues to reinforce the idea that certain members of our society are often hard to find, hard to access, and difficult to serve. These are the people living in the shadows of our society. They are the very poor, the disadvantaged, the illiterate, the developmentally delayed, the disabled and handicapped, the unschooled, the home-bound elderly, abused or neglected children, those hopelessly unemployed, and the homeless.

Although the myth persists, these groups are part of the visible fabric of our society and, as such, are the subjects of considerable study, analysis, public information, media attention and public policy activity. *Absent from this list are the migrant farmworkers.* They are nearly invisible, since the myth asserts that they are the hardest of all to find, access and serve. Therefore, adult education administrators and teachers interested in addressing how best to outreach adult migrant farmworker and recruit them as students, may begin by asking: *Where are they?* and *How do I reach them?*

Finding Migrant Farmworkers

Migrant farmworkers are not really hard-to-find. Most of them may be located anytime and anyplace that commercial fruits, nuts and vegetables are being planted, tended, harvested, transported, packed, packaged, frozen or canned. Some are working on dairy farms, others are in canneries, packing sheds and food-processing plants. Still others are groundskeeping, landscaping or working in nurseries. A few are repairing and maintaining farm equipment and machinery, irrigation systems and farm buildings.

There is a natural, cyclical rhythm of season and place for everything that grows and that is where farmworkers can always be found. They have been wherever things grow since the earliest humans scratched the earth with a stick and invented agriculture.

There may be some at "home," wherever that is, though usually they are either sick or injured. Oftentimes, older children may be watching the very young and helping the few infirm elderly in their communities. There are not many elderly farmworkers, since they grow old many years sooner than other workers; fewer than five percent live long enough to collect social security benefits.

Outreach, Recruitment and Retention as a Continuum

Each of the activities of outreach, recruitment and retention has its own distinctive characteristics, yet they share important commonalities and must be perceived as a closely interrelated and interdependent continuum. None of these activities works well in isolation, nor are any two of them capable of sustaining full enrollment in an educational program without the presence of the third. Their interdependent structural design is typifical of the "three-legged stool."

Outreach, Recruitment . . .

Public education systems in our society enjoy a special status that obviates the necessity of conducting systematic outreach and recruitment activities in order to maintain satisfactory levels of student enrollment. They are, for the most part, systems of compulsory education that are constituted as limited monopolies and sustained by public funds. Well-indoctrinated generations of alumni, and the force of public policy and the law supplant the need for any extraordinary concern about reaching out into the community for the express purpose of attracting students.

Given the general absence of an abiding need with which to drive outreach and recruitment activities, public education programs have been naturally and reasonably slow to develop a body of useful knowledge and sophisticated skills in these activities. Major exceptions are found in adult education programs, in continuing and enrichment education, in recreational activities for adults, and in competitive recruiting for teachers and other professional staff. Both public and private educational institutions are particularly well-practiced at recruiting in the latter area.

However, these are quite different from the outreaching and recruiting activities needed for the adult migrant farmworker community and its potential students. The differences are primarily reflected in the nature of the institutional need, the philosophic base supporting the adult education program, the perceptions each community (school and farmworker) has of each other, and the availability of adequately trained school personnel and other resources.

Adult education programs have developed ways of publicly promoting their educational activities in order to attract adult students. These generally follow commonplace publicity and informational approaches, primarily aimed at a literate population. Implementation is generally accomplished through the use of school and community bulletin board notices, flyers, pamphlets, school catalogs, advertisements in local newspapers, and occasional public service announcements in the media. While these practices are apparently effective for impacting the majority of the "consumer market" in the program's service delivery area, very little of this information reaches or affects the adult migrant farmworker community. It is not intended to do so.

. . . and Retention

Retention of the adult student in educational programs is another matter entirely, once outreaching activities have succeeded in recruiting (enrolling) the student. Practices employed to *retain* adult students in programs have little similarity to those used to recruit students through community outreach efforts. One important exception, however, that is present in each of these three interrelated activities, is the maintenance of genuine interest in the well-being of the adult students throughout the course of their relationships with the educational program. It is imperative to demonstrate respect for their values and daily concerns from the earliest contact through to completion of their educational goals.

The desire of adult learners to stay or leave educational programs before completion is strongly influenced by many factors and forces that are largely uncontrollable by them. In the case of adult migrant farmworkers, the most critical of these appear to be the following:

- the practical value of their educational efforts;
- the quality and genuineness of the reception they get from school or agency personnel;
- the timeliness and utilitarian application of their newly developing knowledge and skills; and
- their ability to cope with constant social and economic pressures.

Limited Prior Experience

Many administrators and teachers of adult learners in public education settings have had to develop outreach and recruitment practices without benefit of experiential help from the larger institutions they serve, or from any practical preparation learned during their own professional development. Unless they have had prior experience in the offices of admissions and registrars of the competitive private school world, or the proprietary school arena, they should expect little help from their supervisors and colleagues in the public education sector. Schools and colleges of education, and other teacher and administrator preparatory institutions, seldom offer anything but incidental exposure to these activities in their curricula.

OUTREACH

Webster's dictionary illustrates two definitions of the word *outreach*. The first is "the act of reaching out." The second is "the extent or limit of reach." Both of these appear useful in addressing the need for special outreaching efforts in the migrant farmworker community. Field experience in servicing adult farmworkers shows that institutional efforts to *reach into* this community to apprise its members of available educational services have often been more a case of *limitation or extension of reach* than a lack of willingness to implement acts of reaching out.

Outreaching is yet another form of marketing, of which advertising is a medium. Marketers, advertisers, salespersons, recruiters and outreach workers are of a kind. They have something to sell or offer and need to know the quickest and most effective ways of telling potential consumers about their product, organization, or educational program.

Outreach workers who target farmworker communities must know how to do *sensitive* marketing research within this occupational group. A prime rule is to *get to know your potential customer (student)* before investing time and money on media and messages that may not work. In many communities, the best resource persons to consult about relating to this unique population are former farmworkers, some of whom often make the best outreach workers.

Many rural communities are covered with leaflets, pamphlets, handouts, brochures, posters and other printed material in efforts to inform and direct the farmworker community. Some of these are in their native languages, much of it is not. Some are glossy, colorful, beautiful art creations; some are handprinted notices. Very little of it works. Farmworkers seldom communicate in writing with each other, and hardly ever with the literate English-speaking world. Many migrant farmworkers are unable to read the written versions of their primary languages. In the case of Haitian farmworkers, for example, the *patois* they speak is only now being developed into written forms by scholars. Informational material printed in English and intended for the migrant farmworker community is almost entirely ineffective.

Obviously, any use of mass media, print and electronic, as well as any other vehicle used to convey information to a migrant farmworker community *must* be written or spoken in the primary language of the "target audience." This is the term used by public information specialists to describe the recipients of particular messages that are designed to attract attention and, hopefully, modify behavior.

Literal translations of English technical jargon, as well as figures of speech, slogans, slang terms, acronyms and abbreviations should be avoided as often as possible. These seldom convey the same *meaning* in another language, primarily because of differences in cultural contexts, and can be confusing and mystifying. Sometimes the results may generate counter-productive and even offensive meanings in the other language.

A historical example of this phenomenon was the massive economic aid program for Latin America generated by the Kennedy-Johnson administrations in the 1960s, during the height of the Cold War. It was dramatically named *Alliance for Progress* and hailed as an extension of the U. S. "good neighbor" policy. The literal and straightforward Spanish translation was *Alianza para progreso*. Unfortunately, the word *para*, while accurately meaning "for" also means "stop." *Opponents of the project quickly produced a counter theme that proclaimed to the world that an alliance (with the U.S.) stops progress.*

Electronic media, particularly bilingual radio and television broadcasts, work better than all other communications efforts, with the exception of personal contacts and word-of-mouth. Familiar sounds and sights are understandable and comforting. Familiar music, too. Television works well, but is costly. Public service announcements (PSAs), that broadcast or telecast in the farmworkers' native languages are also effective. What works best of all are *person-to-person contacts* and *word-of-mouth.*

Outreach and recruiting staff working to attract farmworkers to their educational programs can afford to personalize their efforts in this community. They can focus their attention and energies in predetermined areas since they are not trying to impact masses of people. The numbers of farmworkers that adult education programs would want to recruit are not a function of advertising and broadcasting. They are a function of space, time, money and qualified personnel. School administrators and teachers, who struggle with problems of enrollments, allocation of space, class size, and other non-academic considerations, are aware of these program limitations.

Public school systems that count Migrant Education programs (K-12) among their special resources often employ the standard practice of reaching out to adults in the community through the enrolled migrant children, who make convenient and credible messengers and couriers. This is another effective outreaching practice, but care must be taken to ensure that the information meant for the entire community is not being automatically limited to families of enrolled migrant children.

Effective outreaching in ethnic minority communities, such as migrant farmworkers, has to be perceived as a *professional intervention* rather than a sales campaign or the simple dissemination of information. It is more than informing and raising awareness, especially if it is to succeed in its primary purpose, which is to *recruit* students. *Good outreaching is encouraging, genuinely welcoming and confidence-building.* It has to help dispel concerns and anxieties about this new, potentially intimidating and sometimes frightening experience. And its philosophic base must be the *well-being* of the potential student.

An adult education outreach worker is often the first person that migrant farmworkers encounter, who represents this strange and often mysterious *system* called school. This initial contact becomes the first opportunity for adult migrant farmworkers to *assess* the genuineness of the "invitation" to enroll in school and learn new things. They can also *feel* the quality of understanding and empathy they may anticipate from school people in future encounters. The farmworker community's *image* of the school, and of its educational programs and staff, begins here and first impressions are often strong and lasting.

Few adult education administrators, teachers and other school personnel experience frequent interaction with adult members of ethnic and racial minority groups, especially with persons of limited or no English language proficiency and minimum levels of assimilation into the mainstream society. The reverse is similarly true. Few adult members of ethnic and minority groups have experienced any frequency of interaction with school administrators, teachers and other staff who have capabilities in other than the English language or have practical knowledge of other cultures. *Getting to know each other, it appears, is the first step in making friends and recruiting new students.*

Effective Practices and Activities

The most reliable method of communicating, of passing along information, is *verbally.* Word-of-mouth is the surest and quickest way to reach throughout the farmworker community. The lower the level of literacy in a group, the more it tends to rely on person-to-person information-passing. This in sharp contrast to highly literate groups, many of which treat the written word with reverence and often disdain the value of word-of-mouth communication. The lower the level of literacy, the more that community requires accurate, timely and dependable transmission of verbal information in order to conduct its affairs.

To reach farmworkers, it is not enough to send informational messages into that community from the *outside*. Outreach workers must go where the farmworker communities gather: the churches, movie houses, stores, gas stations, worksites, and the like. *Make personal contact the keystone of the outreach effort; go where the people are.*

In the wise and experienced words of Adriana Salinas Simmons, director of California's *La Familia* program, "meet them on their own terms and in their own territory." She counsels making the goal of the first series of encounters the "establishing of a level of trust and confidence," *before* attempting to move toward goals of recruitment and enrollment in programs.

La Familia's director considers the qualities of *sensitivity* and *empathy* in outsiders working with migrant farmworker groups as most important of all. These qualities, she asserts, can help overcome obstacles created by differences in languages and cultures.

There is an important behavioral value that outreach workers and recruiters must understand in order to be effective in the migrant farmworker community. The farmworkers' cultural values indoctrinate a preference for evasion rather than confrontation when dealing with authority figures. To farmworkers, school people are highly regarded authority figures. For example, it is difficult to get constructive criticism in a public setting (an open meeting or a classroom). Migrant farmworkers do not criticize authorities publicly, and they view teachers as authoritative figures who are expected to know what is best.

Farmworkers will seldom embarrass others or themselves by being negative in public, and prefer being non-committal. Consequently, it is difficult to assess the true meaning of their behavior, until one learns with patience and endurance to be trusted. When they are candid and tell you *no*, they have begun to trust you and to trust themselves with you.

Site Visit Observations

During the Project Team's information-seeking visits to various program sites in the states of California, Florida, New York, Pennsylvania, Texas and Washington, several effective outreaching activities were observed in practice, and these are listed as follows:

- Using currently enrolled farmworker students as voluntary outreach workers and recruiters in their own communities.
- Enlisting the support of other agencies serving the farmworker community to promote adult education programs and make referrals.
- Setting up information tables at shopping centers and other public places frequented by the migrant farmworker community.
- Mounting an intensive door-to-door information campaign in the farmworker community during the month prior to the opening of classes.
- Arranging with employers to permit access to farmworkers at the worksites, before and after working hours and during lunchtime breaks.
- Getting crew leaders and labor contractors to cooperate in disseminating information to the farmworkers.
- Developing a "hotline" telephone information service (toll-free "800" number) in the farmworkers' native language.
- Hosting open house-style social gatherings to get acquainted and provide information; offer refreshments and child care.
- Asking children enrolled in Migrant Head Start and Migrant Education programs to carry informational materials back to their families and their friends.

These effective practices and activities are easily transferable and may be replicated for any migrant farmworker community, provided that care is taken to modify them to meet local needs and standards.

RECRUITMENT

Recruitment is the term that describes efforts *to increase or maintain the numbers of participants in an organization or activity*. Its most common usage is in reference to filling military organizations, athletic teams, social and civic groups, musical and theatrical companies, and the like. Sometimes, the term "membership drive" is synonymous with recruiting. Most private schools recruit students, public schools generally do not. Industry and government consistently recruit valuable executives and occasionally workers.

Universities recruit scholars and researchers, sometimes teachers, and often specially talented students in the arts, music, and competitive athletics. Recruiting is an old socio-political activity.

The act of recruiting implies a willingness to make an exchange of value: the recruiter has something perceived as valuable to offer and so does the recruit. In order for recruitment to be successful, both parties must recognize value in each other, and desire it. Recruiting also implies taking people away from other activities and organizations in order to have them participate in yours. Institutional and personal needs also exert strong influences in the bilateral process of recruitment.

Ethical Recruiting

Outreaching and recruitment are intimately related and interdependent. Successful recruiting (gaining a new student; regaining a former one) is the culmination of reaching out to wherever migrant farmworkers are and successfully *selling the need* to enroll in an educational program.

This function must be honestly genuine and valuable, and in the best interests of the adult learner (recruit), who must perceive it that way, as well.

The often experienced marketplace principle of *caveat emptor* (let the buyer beware), is ethically *unacceptable* in relationships between educational institutions and the communities they are designed to serve. In the specific case of relations with ethnic and racial minority groups, many of whom are limited English proficient, and culturally and economically vulnerable, *the sole responsibility for offsetting this disadvantage rests with the educational institution and its representatives.*

In working among migrant farmworkers to increase their interest in and desire to seek some formal education, outreach workers and recruiters must present their information accurately and with great integrity. They have a *moral and ethical obligation* to help the prospective adult student make a decision about schooling that is in his or her best interest. And whatever that decision is, it must be accepted and respected.

To ensure that the best interests of adult migrant farmworkers are safeguarded, outreach workers and recruiters are ethically and professionally responsible for seeing to it that the choice of schooling is, indeed, *the best among any other options available* to the migrant farmworker. That choice must be made *voluntarily and without coercion* before enrollment.

RETENTION

Human beings voluntarily *join* groups, involve themselves in activities, enlist in organizations, and enroll in institutions, in large part because they perceive gaining something of value in exchange for investments of their time, energy and commitment. The history of the development of social groups supports the thesis that humans are "social beings" who require the intimate presence of others for their security, well-being and growth.

Conversely, individuals *withdraw* from these associations and commitments when they perceive that these activities and institutions no longer serve purposes that are useful to them, or threaten to become detrimental to their well-being. In like fashion, the retention of students in academic settings obeys these same "rules of behavior."

Adult education administrators and teachers should be ever mindful that the ties that bind vulnerable farmworker students to educational programs are tenuous, and constantly susceptible to enormous outside pressures influencing their desires to stay or leave. ***What to offer and how to offer that which will make adult migrant farmworker learners choose to stay, are probably the most challenging tasks faced by adult education practitioners.***

Critical Factors in Effective Retention

Effective retention of adult farmworker students, that is keeping them in the programs for the required periods of time in order to meet specified educational goals, is a natural extension of effective outreaching and recruitment practices. However, once students are enrolled, keeping them in the classrooms, labs, and shops depends on the following critical factors:

- The relevancy and timeliness of the learning experience in resolving real needs as perceived by the adult students;
- The patience, empathy, and bilingual and bicultural skills of the instructor;
- The quality of the instruction, its setting, methodology and materials;
- The capacity of the program to assess its performance, and make timely and appropriate adjustments in the context of the adult learner's over-riding priorities and needs.

The Teaching of Adults by Adults

The teacher is the most crucial element in an *educational setting* that comprises the learners, assessment, curriculum, materials, methodology, and evaluation. The chronology of human development, universally and throughout history, starts with the nurturing parents, continues with older family members and relatives, then teachers and, ultimately, employers. Adults have always been the natural teachers of children.

In contrast, the social phenomenon of *adults teaching adults*, rather than children, is of relatively recent origin, possibly no older than a few millennia, and marked by the founding of early religious communities and the first universities. These late developments have limited our experience with the teaching of adults by adults, except in early vocational training, where master artisans and craftsmen taught their skills to students no longer considered children, regardless of their chronological ages.

Today, we hear young, undergraduate students, made additionally knowledgeable and mature by a wide range of out-of-school learnings and experiences, complain that attending college is more a continuation of K-12 than they had anticipated. Adolescents perceive the act of "going to college or going to work" as legitimate adult activities, and a major sign that childhood has been shed forever.

These observations are interpretable as meaning that they *continue to be treated as children* and not as adults, although now in college. Many of them have experienced adult treatment outside of school settings, and are disappointed and discouraged. Therein may be a cause of early defections from college campuses, adult education and continuing education programs, and other formal learning activities for adults, young and old. When adult learners are taught as if they were children, they drop out. Teachers of adults face a complexity of conditions quite unlike those confronted by teachers of children. *The teacher's skill and artfulness in teaching adults as adults makes the difference in the retention rates.*

Teaching adult farmworkers, in particular, requires much more than subject matter knowledge and standard "teaching techniques." It asks of instructors of adult education that they function *additionally* as part-time counselors, social workers and paralegal aides. ***Teaching adult farmworkers comes as close to teaching the "whole person" as any teacher ever experiences.***

Logistical Considerations

Administrators and teachers in K-12 schools seldom need to worry about the *logistics of being a student,* since this aspect of the school experience is taken care of either by parents or some other agency. Logistics, in this sense, comprises a list of concerns that is generally the responsibility of adult students, and not of the schools, parents, or other agencies. Some of these concerns are payments of fees, purchases of books and materials, transportation, meals outside the home, and child care. In addition, adult learners must independently resolve conflicts of schedules and priorities with other pressing adult activities; primarily work and family concerns.

Administrators and teachers of adult students must incorporate ways in the planning and programming of their educational activities to accommodate these uniquely adult needs. In the case of adult farmworker students, most of whom seldom see annual earnings above $6,000, these economic and logistical considerations are crucial in any decision to undertake the additional burden of upgrading their educations.

Weighing the costs of transportation, materials, child care, and other out-of-pocket expenditures, and determining whether their meager budgets can sustain these additional expenses is a primary influence in their decision making. Going to school, then, affects the entire family's activities, and impacts their capability to maintain minimum survival levels. Administrators and teachers of adult education programs need to consider this critical factor when addressing the educational needs of the migrant farmworker community.

REFOCUSING ON ADULT LEARNERS

An adult education program that expects to achieve its institutional objectives, as well as the personal goals of its adult learners, must undergo a refocus of its philosophy, structure, and staff preparation. The more basic and universal the needs of the adult migrant farmworker student, the more the educational institution will have to adjust to accommodate those needs.

Fortunately, it appears that the refocus in philosophy, technology and technique, and in the delivery of instruction, is salutary for all adult students and not solely beneficial for migrant farmworkers. A good place to start is with a new or revised orientation for the functions of outreach, recruitment and retention. This is especially critical when attempting to provide educational services for the adult migrant farmworker community.

Realigning Programs for Adult Farmworkers

The following list of useful modifications is offered for the consideration of administrators and teachers of adult education when planning ways to improve program effectiveness. These suggested realignments are especially important for addressing the educational needs of adult migrant farmworkers and other aspiring adult learners:

- *Increase range and flexibility in scheduling* dates, times, locations and course lengths to reduce the incidence of conflict with other priority needs of adult farmworkers.
- Provide specially-oriented training to *enhance "other language" capability and cultural responsiveness* in school personnel involved with farmworker students.
- Provide staff training in participatory workshops or seminars, particularly for teachers, that will help *develop self-esteem* in themselves and others.
- *Provide in-service training in effective referral practice and follow-up techniques*; provide current directories of community services and schedule time for pre- or post-class referrals.
- Re-align the focus of administration and instruction so that it is *person-centered* (not subject matter centered); dramatically *increase the level of personal contact* with migrant farmworker students.
- *Conduct sensitive student needs assessments*, and refocus the program's academic offerings accordingly.
- Increase the capability to *provide supportive and logistical services* to meet farmworker student needs.
- *Seek input and feedback* from the adult migrant farmworker community on a regular and informal basis, and support and respect their suggestions.
- *Respect the migrant farmworkers' decisions* about their own lives and aspirations, and help them act upon them.

Democracy and Education, 1901 - 1991

As adult education professionals seek better ways of increasing and retaining the numbers of adult migrant farmworkers in their programs, they are gently reminded of the wisdom of John Dewey as he examined the meaning of democracy and education in 1901:

> *No matter how ignorant a person is there is one thing that he knows better than anybody else and that is where the shoes pinch his own feet and that because it is the individual who knows his own troubles, even if he is not literate or sophisticated in other respects.*

SUPPORT SERVICES

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SUPPORT SERVICES

Fostering the physical and mental well-being of students is a critical aspect of an adult migrant farmworker education program. Most programs refer participants to other service agencies, but because of a dirth of available appropriate services, some migrant farmworker education programs operate their own social service programs.

INTRODUCTION

With individual incomes often below $6,000 per year, farmworkers are the poorest of the "working poor." Their work is literally backbreaking, debilitating and often hazardous. The National Safety Council recently declared that farm labor is the most dangerous occupation in the United States today.[1] In addition, farmworkers lack stable housing; have inadequate transportation; and have limited access to child care. Consequently, children are often left in cars or play alongside the fields until they are able to work in them. Their wait isn't long. The American Friends Service Committee reports that one-fourth of all farm labor in the United States is performed by children.[2]

These and other barriers such as a lack of English speaking ability and limited literacy in any language often prevent farmworkers from improving their educations. Providing for the physical and mental well-being of adult migrant farmworkers is essential for an effective educational program. Some adult migrant education programs include components which directly provide support services. Others rely primarily on referrals to other service providers. Because conditions vary significantly from one area to another, it is unrealistic to define the "right way" to provide for support service needs. Nevertheless, adult migrant education programs must address a variety of needs if their students are to have a high likelihood for success.

A comprehensive support services system should in one way or another account for:

- Physical and Mental Health Screening and Treatment
- Emergency and Permanent Housing Assistance
- Financial Assistance
- Child Care
- Transportation
- Legal Assistance

The following provides an overview of key elements of a comprehensive support services system with examples of how some programs cope with the service needs of migrant farmworkers. It is not intended as a comprehensive listing of all that is being done for farmworkers across the nation. Rather, it is a point of departure for reviewing and developing support service components in adult migrant education programs.

SELF-HELP, INFORMATION, REFERRAL, ADVOCACY AND EMPOWERMENT

The farmworker community is likely the most self-sufficient of the nation's low-income groups. They make minimum use of schools, health clinics and social service agencies, and have a history of giving a lot and asking for little in return. This is in part because of language barriers and limited services, but also because of a pragmatic culture in which self-reliance is valued and making demands is discouraged. As laudable as it may seem, there is a very real negative aspect to farmworker humility. A report by La Cooperativa Campesina de California identifies "three debilitating and anti-democratic conditions" caused by the social isolation of farmworkers:[3]

- the erosion of individual and community esteem by the constant necessity to be represented by, interpreted for, and explained to, by some third party, well-meaning or not;
- the total lack of empowerment (they cannot or do not vote and have little sense of their innate rights and powers);
- the psychologically destructive recognition that their occupational identification—migrant farmwork—is negatively perceived by the rest of society. Work that no 'normal' person would want to do. Worse yet, is their own perception that, given the apparent disregard of others, their deplorable conditions are, somehow, their 'natural lot in life' and perhaps even deserved.

No adult migrant education program can provide all support services needed by its students. It must develop linkages with other community resources. The nature and quality of these linkages help determine how well migrants are served. Adult migrant education programs often employ counselors who help students identify potential barriers to training, develop plans to overcome them, and advocate for their resolution. Simply referring a farmworker to an available service, though, is insufficient to ensure that the service will ultimately be provided.

Counselors must advocate for their farmworker students because they are often not able to do so for themselves. Working through the bureaucracy of many social service agencies can be a difficult task for English speakers and an impossible one for those who don't speak English. It is important for staff of the adult migrant education program to develop a relationship with potential service providers and to follow-up on referrals to ensure that services are provided. Providing this advocacy, although necessary, can also add to a sense of helplessness in the farmworker. Although one function of an effective adult migrant education program is to help farmworker students acquire needed services, a more fundamental role is to foster competence and confidence in the students to effectively advocate for themselves. This process is often referred to as "empowerment."

The phenomena of empowerment is built into the education program design and the interaction of instructional and counseling staff with the farmworker student. Students who are actively engaged in determining their educational programs and resolving barriers become increasingly confident of their ability to work through complex issues with social institutions—and, of equal importance, they develop the expectation that that is how they ***should*** be treated by other institutions.

Even as the adult migrant education program models "ideal" interactions, it should help students to cope with the realities of institutions less prepared to work with migrant farmworkers. This can be done through group workshops, individual counseling and support groups. A life skills workshop on "Getting What You Need" which explains how to identify and work with social service agencies can help students learn how agencies operate and how they can successfully interact with them. Counseling students on how to acquire services on their own is like coaching an athlete to perform competitively. Principles must be explained, techniques demonstrated and the student must be given the opportunity to practice as much as possible. Ultimately, students should be encouraged to go on their own to visit support service providers. Just as a coach cannot compete for an athlete, the counselor cannot negotiate all of the student's interactions with service agencies. Follow-up on referrals, though, is essential to ensure that students receive needed services.

Tracking referrals and identifying results requires time and resources which many adult migrant education programs find difficult to allocate. Nevertheless, a well designed and documented information, referral and advocacy program can not only help ensure that students obtain needed services, but also identifies gaps and barriers in the community's social service network. An aggressive migrant education program can utilize this information to encourage others to create needed services or to justify new funding for the agency. In this way, resources expended to collect and compile data can be replaced through new funding. Perhaps the most important benefit is that services can be systematically improved and established based upon an ongoing user-directed needs assessment. The ultimate beneficiaries are the migrant students.

Developing an Information, Referral and Advocacy System

An essential requirement for information and referral is an up-to-date listing of all service agencies in the area. The United Way and other public and private agencies often develop listings of service providers, but they are inevitably out of date by the time the document is published. It is important to establish direct and consistent contact with the major service providers, update information on a continuing basis, and identify prearranged contact persons.

When barriers to learning are identified during initial assessment, the counselor should refer the farmworker student to the agency offering the best solution. It is often useful to call the agency to ensure that services are, indeed, available and that bilingual staff, if needed, are present. The counselor can further assist the student by helping to make an appointment, arranging for transportation, and, if needed, actually going with the student to the appointment. Making a referral does not end the process. The counselor should make sure that needed services were received and if not, identify why and seek another solution.

Remote areas may have few service providers and a comprehensive listing can be held on a few sheets of paper. Other areas may have a far larger number of service providers. In either case, it is a good idea to arrange service providers by category and, if a paper-based system is used, limit one provider to a page in a loose-leaf binder. This way, changes in a listing can be readily made without interfering with other listings. Each listing should be a separate record if a computer database is used.

Although most information and referral systems are limited to a small geographic area, some state-wide systems are currently in use. *La Cooperativa Campesina de California* operates a toll-free phone accessed computer database of service providers, community-based organizations, and general information of interest to farmworkers (1-800-232-4842 in California). The "Guia del Campesino" (farmworkers' guide) is a Spanish-English telephone information service which covers the entire State of California. Labor market information, training programs, housing, education, and immigration information are among the subjects available on the voice activated system. A caller may receive information in either English or Spanish by answering a series of yes/no questions or by pressing buttons on a touch-tone telephone. Information is categorized by region, city and subject and is updated on a monthly basis. The system does not now have provision for human interaction, but it is a cost-effective model which could be modified to meet other areas' needs.

PHYSICAL AND MENTAL HEALTH

Migrant farmworkers suffer from a high incidence of physical illness directly related to their work because of contaminated water, absence of toilets, excessive heat, lack of proper sanitation, pesticides, and unsafe equipment. Other reasons include:

- Farm labor is physically taxing work with substantial exposure to toxics.
- Migrancy limits the ability to attend to physical problems.
- There are limited bilingual medical services available.
- Rural areas often have limited medical services.
- High medical costs and no medical insurance further limit access to services.
- Federal and state funding for agencies to purchase medical services is highly limited.
- Subsidized medical services often have residency requirements which prevent migrants from accessing services.
- Low income results in marginal nutrition, poor housing, and inadequate sanitation.
- There is a general lack of awareness of preventive health practices.

Stress-related illness, for example, anemia, allergies, irritability, and headaches; back pain, fatigue and lethargy are typical symptoms of health problems which interfere with the learning process. Resolving these symptoms can help the farmworker student more fully participate in learning activities.

The Migrant Health Act of 1962 authorized the delivery of primary and supplemental health services to migrant and seasonal farmworkers. Administered by the U.S. Department of Health and Human Services, the Migrant Health Program provides a nation-wide system of Migrant Health Centers which offer a wide variety of emergency, treatment, and preventive services including medical, dental, vision and pharmaceutical services. There are approximately 100 Migrant Health Centers distributed along the migrant stream. These are primary resources with which adult migrant education programs can help foster the improved health of their students. Nevertheless, even this extensive system does not offer services everywhere farmworkers and adult migrant education programs exist.

Unfortunately, public funding to enable adult migrant education programs to purchase medical and mental health services are highly limited. Making these services available to students requires the development of linkages with other service providers and community organizations including church affiliated organizations and service clubs.

The following provides a summary of some of the actions an adult migrant education program can take to assist its students to cope with physical and mental health needs.

Physical Examination

Most migrant farmworkers have never had a complete physical examination. It is important that farmworkers have regular exams and follow-up services for identified problems. The adult migrant education program should coordinate with local and state resources to ensure that medical exams and follow-up services are accessible to all migrant farmworkers.

Hearing Screening

Migrant farmworkers often suffer from hearing problems which are not detected or treated. Identifying and resolving hearing problems is essential for farmworkers to be successful in the adult migrant education program. Hearing evaluation tests and treatment as needed should be arranged.

Vision Screening

Because they migrate frequently, farmworkers rarely have routine vision screenings. Vision problems may not be detected or treated properly; low incomes often prevent farmworkers from purchasing prescription glasses. Instead, they may purchase dime store reading glasses and try to get by. The adult migrant education program should assist students to obtain a vision evaluation and remediation, if needed.

Dental Screening

Dental disease is a major health problem of migrant farmworkers. Care can be expensive and is a low priority compared to basic survival needs. A dental screening should be arranged as part of an overall physical health appraisal and the adult migrant education program should assist the student to remediate any problems.

Nutrition

All families living at the poverty level have higher than normal rates of poor nutrition which can lead to anemia, excessive weight loss (or gain), and other health problems. Adult migrant education programs can help students improve their nutrition by providing or subsidizing breakfast or lunch; offering nutrition information as part of class instruction; and obtaining a hemoglobin/hematocrit to check for anemia if a student appears undernourished.

The Special Supplemental Food Program for Women, Infants, and Children (WIC) offers food vouchers for pregnant women, new mothers, infants and young children. WIC does not require a social security number or proof of immigration status. Services are usually provided through community health centers. These may not be readily available to migrant farmworkers. The adult migrant education program should identify the nearest resource and assist students with transportation as needed.

Health Education

Because they migrate often, have minimal formal education, and limited English-speaking ability, migrant farmworkers are often uninformed about health issues in general and disease prevention and treatment, in particular. Increasing their knowledge about health related issues helps migrant farmworkers assume better control of their own health and the health of their families. Some of the topics which could be taught in a health education program are: nutrition, family planning, sexually transmitted diseases, substance abuse, immunization, first aid, and pesticide safety. The adult migrant education program could incorporate a health education curriculum as either a stand-alone unit or as part of an English as a Second Language (ESL) or life skills course. It should make relevant printed materials available in the migrant farmworkers' native language and it could publish a health newsletter targeted to the needs of its students.

Mental Health, Substance Abuse

Few studies have been conducted, but there appears to be no evidence that mental illness is greater in migrant populations than in the rest of society. Nevertheless, when mental problems do occur, migrant farmworkers are less likely to find and utilize mental health resources. As with the population in general, alcohol and drug abuse are increasing problems in the farmworker community. Few substance abuse prevention services are directly targeted to farmworkers. Nevertheless, there is an increased awareness of these problems among the Hispanic population in general and the availability of bilingual services is increasing.

Mental illness and substance abuse are highly sensitive issues in the farmworker community and are, consequently, often hidden and not dealt with productively. It is important to find service providers that are familiar with the cultural inhibitions present in the farmworker community. The adult migrant education program can help service providers by conducting workshops to increase the sensitivity of counselors.

HOUSING

Affordable, decent housing is a critical need for migrant farmworkers, while in an education program and afterwards, if they are to retain a stable lifestyle. Not only have migrant labor camps in the country diminished, but the rapid rise in the cost of permanent housing has outstripped any rise in farmworker income. In states such as Texas, Florida and California, the pattern of many migrant farmworkers is to "settle-out" in communities where they can travel to nearby crops and work in other temporary labor positions when crops are not in season. They simply pass through other states with limited growing seasons.

Farmworkers typically rent single family dwellings which are often in substantial disrepair and consume from 50% to 80% of their income. Overcrowded, overpriced and substandard housing, though, is preferable to the makeshift outdoor camps which house many farmworkers who run out of money and are stranded along the migrant stream.

It is in the interest of all parties (farmworkers, growers, educators and service providers) to stabilize the agricultural work force by making it possible for farmworkers to live in secure housing. Nevertheless, little is done because migrant farmworkers are invariably the lowest priority for housing funds. The adult migrant education program can take a proactive role which goes beyond advocating for solutions to the needs of farmworkers.

The California Human Development Corporation (CHDC) is an example of an organization which has done just that and offers a model which other adult migrant education providers could follow. With its base in northern California's wine country, CHDC offers a wide range of services for migrant farmworkers including: job training, ESL and adult basic education, child abuse prevention, amnesty education, and housing. CHDC's first farmworker housing project, Mahal Plaza, located in Yuba City, includes more than 50 apartments for farmworkers and their families. Completion of the farmworker housing development entailed almost eight years of work and perserverance on the part of CHDC as it waded through government agency mazes, bureaucratic red tape, and the politics of NIMBY (not in my back yard) from the local community. The experience from this and other ventures has helped CHDC become a leader in the construction and management of permanent housing for farmworkers.

Another California corporation, the Salinas-based nonprofit Community Housing Improvement Systems and Planning Association, Inc., (CHISPA) sponsored a housing lottery for forty "build-it-yourself" homes to meet the needs of farmworkers and others displaced because of the recent earthquake in the San Francisco Bay area. Working with the advocacy group, People United/Pueblo Unido, the forty families who qualify for low-interest federal loans will do much of the carpentry on their homes in order to keep costs as low as possible.

Some adult migrant education and training programs provide emergency housing assistance, temporary shelter, and transitional housing for farmworkers enrolled in an education or training program. Others operate weatherization and housing rehabilitation programs funded by state and federal agencies.

Emergency Housing

Farmworkers can easily become stranded or lose their housing and require emergency shelter. Some adult migrant education programs meet this need through emergency financial vouchers which pay for a motel room or temporary rent on an apartment or home. Others maintain facilities where they temporarily put up families, and still others refer families to shelters for the homeless. An adult migrant education program should identify resources in its area and develop a plan to meet the needs of its students and their families.

Permanent Housing

Permanent housing is a continuing need in homebase states, where farmworkers reside when not migrating from crop to crop. A variety of state and local assistance programs can be used to rehabilitate old structures or build new housing for farmworkers. Creative financing and self-help systems can reduce the cost of construction and mortgages. The adult migrant education program can either develop its own project or work with existing community development corporations to build permanent housing for farmworkers.

FINANCIAL ASSISTANCE

Farmworkers typically do not apply for financial assistance such as food stamps, General Relief, and Aid to Families with Dependent Children (AFDC). For some, this is because they may not be eligible because of residency requirements or they may fear that obtaining assistance could jeopardize their legalization efforts. Many others are eligible but do not apply because of ignorance, pride, or perceived inability to overcome the bureaucratic barriers of the public welfare system.

Farmworkers, even non-citizens, are often eligible for food stamps. Those in the amnesty program are not eligible for five years, although their children born in the United States are because of their citizenship status. Likewise, the U.S. born children of those granted amnesty are eligible to receive AFDC benefits although their parents must wait five years.

Farmworkers who have paid into the Social Security system may qualify for disability, retirement, or survivor benefits. There are no citizenship requirements for these benefits but the farmworker must have a valid social security number. Farmworkers are also often eligible for SSI (Supplemental Security Income) for low-income persons 65 and over and for blind and disabled persons of any age.

Obtaining financial assistance may make the difference between success and failure in an adult migrant education program. Counselors should be aware of and inform farmworker students about assistance available in the local area. The nature of the assistance, and the procedures to be followed, should be explained clearly to potential applicants in order to minimize their apprehension. Explanations written clearly in English, Spanish or other native languages can be of assistance; in some cases, it may be necessary to accompany the student to ensure that proper assistance is provided.

Financial Assistance Referral

The availability of financial assistance for migrant farmworkers varies widely across the nation. The adult migrant education program should identify the type of assistance available and work closely with the agency responsible to grant it. Often bureaucratic barriers can be diminished through face-to-face communications and ongoing cooperation. The adult migrant education program can provide translation services where they are not otherwise available or transport farmworker students to public welfare offices located a distance from the migrant farmworker community.

CHILD CARE

Other than finding work, migrant mothers report that child care is their second greatest need. A lack of affordable, dependable, quality child care prevents many female migrant farmworkers from utilizing adult migrant education services. Attempts to use family members or friends for child care often result in inconsistent care which interrupts education. The adult migrant education program can help its students find child care by identifying facilities within the community and helping the student access resources (which vary substantially by state and community) to pay for child care.

In most cases, the greatest barrier to obtaining child care is the lack of funding to pay for it. A lack of quality child care providers is also a limitation, particularly in rural areas. The adult migrant education program is generally required to work with other organizations to identify available slots or create new slots for the children of adult migrant students. There are no easy answers to the inevitable lack of funding and/or child care slots.

Migrant Head Start centers offer a comprehensive set of child care services including child development, health screening, health and nutrition education, parent education and social service referral. Migrant Head Start centers emphasize direct parental involvement in the operation and management of the program.

Child Care Referral

Referring migrant students for child care is often best done through linkages with public agencies that have funding for services. The adult migrant education program may need to assist the migrant student to be certified for subsidized child care. This can often require providing translation services and advocacy. The education program may be fortunate to have funds available for directly purchasing child care slots. It is important that child care providers are carefully screened to ensure that safety and quality standards are met.

Child Care Provision

The adult migrant education program may choose to develop its own child care program. An in-house child care program offers convenience for students and potential income for adult migrant education providers. The Center for Employment Training (CET) in San Jose, California is an example of a successful child care program operated by an adult migrant education provider. The child development center is self-sustaining from a combination of funds. It offers full-day care for infants, toddlers and preschoolers and is used as the lab for CET's child care provider training program.

If the population density of an area cannot sustain a large child care center, a family-based child care system could be developed. Most states license individuals to care for a small number of children in their home. Costs for this kind of service are often less than for institutional child care and many parents prefer it because of the family atmosphere possible in a private home. These homes, though, are harder to monitor for quality assurance. The adult migrant education program could organize a network of in-home child care providers, provide in-service training and offer services such as group medical insurance. In this way, child care slot availability can be increased incrementally and overall quality of care is more likely to be high.

TRANSPORTATION

Lack of reliable transportation is a key barrier to attending classes. Adult migrant education programs seek to resolve this problem by issuing bus passes, providing transportation allowances, organizing car pools and transporting students to class with buses or minivans. Each of these solutions presents its own liabilities and benefits. Public transportation, while cost-effective, is often not available in rural farmworker areas. Transportation allowances which pay mileage are ineffective if the student does not own a car. Car pools are perhaps the most cost-effective but are difficult to organize and sustain. Operating of buses is expensive and requires a relatively large ridership to be cost-effective.

Adult migrant education programs may need to combine these approaches to adequately serve its students. Those affiliated with public school systems may be able to provide transportation for migrant adults on existing school buses. If large numbers of farmworkers live in an isolated community, it may be possible to get the county to pay for special mass transit to transport them to the education center. A substantial amount of funding is granted each year for mass transit systems. The adult migrant education program may be able to solve its student transportation program through creative program development and grantsmanship.

LEGAL ASSISTANCE

Farmworkers, like others in society, often find themselves involved with the legal system. Unlike most others, farmworkers are often at a special disadvantage because of lack of knowledge about the legal system and a limited ability to understand and speak English. Consequently, a simple traffic ticket can build into a failure to pay, missed court dates, arrest warrants and jail time. The adult migrant education program can help farmworker students better understand the court system by providing special workshops on how the U.S. courts operate and basic rights and responsibilities. Workshops can also be provided on the special laws which have been enacted to protect basic safety, labor and wage rights of farmworkers. Farmworker students will gain increased understanding of the legal system as well as increase attention in class if information about legal rights and responsibilities is integrated into ESL or basic skills courses.

The adult migrant education program, though, should avoid providing students with legal advice. When students are in legal difficulty, the counselor should refer them for legal assistance to legal services or special migrant legal assistance office. These federally funded organizations cannot defend farmworkers in criminal cases, but they can handle employment-related issues. Each state has a Legal Services Corporation office specifically targeted toward migrant services. A list of these offices is provided in the *Directory of Selected References and Resources* section of this document.

In addition to legal services, farmworkers may report any job-related problem to any local office of the state employment service which seeks to resolve a problem locally. The farmworker may choose to submit an employment-related complaint directly to the employment service state office. The person responsible to answer farmworker complaints in each state is the state migrant and seasonal farmworker monitor advocate. A list of state advocate offices is also included in the aforementioned Directory.

ENDNOTES

1 National Safety Council. *Accident Facts.* Chicago, IL: National Safety Council, 1989.

2 American Friends Service Committee. *Child Labor in Agriculture.* Report done in cooperation with the National Committee on the Education of Migrant Children, summer 1970.

3 La Cooperativa Campesina de California. *The California Farmworker Community and the Governor's Proposed 1990 California State Budget.* Sacramento, CA: La Cooperativa Campesina de California, 1990.

PARENTS, FAMILY LITERACY AND ADULT EDUCATION

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PARENTS, FAMILY LITERACY AND ADULT EDUCATION

What began about 100 years ago as parent-teacher-child conferences has transitioned through stages of local, then nationally organized PTAs, to the involvement of parents and communities in the political agendas of public education and the internal affairs of schools. Today, in the latest evolution in ***parental involvement****, education is placing parents in the primary role of learners. This relatively new type of participatory learning for adults, parents, families and communities, generally called* ***Literacy*** *training, is fueled by urgent socioeconomic needs to improve the literacy of American adults. As in other instances of social invention and innovation, these new efforts to educate illiterate adults, in general, may open the door to beneficial educational opportunities for adult migrant farmworkers and their families.*

ADULT ILLITERACY — A NATIONAL CHALLENGE

One of the dramatic *discoveries* of the past decade is that millions of Americans are functionally illiterate, that their numbers are increasing, and that the consequences signal a serious threat to the industrial and political capacity of the United States to compete successfully in domestic and foreign marketplaces. In a world changing more rapidly than we are, the realization that "doing business as usual" is no longer tolerable has begun to modify the philosophies and practices of our educational institutions and the ways in which they relate to other institutions and sectors of our society.

There has been strong reaction to this challenge to our national social and economic well-being by industry, educational institutions, and legislative and governmental bodies. The numbers and kinds of programs that have sprung up, literally overnight, in *family literacy, intergenerational literacy* and *workplace literacy* are evidence of the public concern brought about by a steadily climbing rate of adult illiteracy.

The adult migrant farmworker community, often uncounted in most public assessments of needs, educational and otherwise, is likely to be overlooked in the planning and budgeting estimates of the public and private agencies charged with solving the national adult literacy crisis. Unless a broad interpretation and adequate funding are given to the legislatively mandated *Adult Migrant Farmworker & Immigrant Education Program* (34 CFR part 436) of the current *Adult Education Act*, the migrant farmworker community may expect to be left out of this latest national movement in *alternative education.*

Many existing educational programs, designed to combat illiteracy in individual adults, in family units and in workplaces, that have started or expanded since the pro-literacy drives got underway, are *potentially adaptable* to meet adult migrant farmworker needs. Especially valuable are adult learning opportunities that offer *competency-based life-skills* approaches to literacy and basic education.

When adult literacy learning experiences are also integrated by instruction in parenting skills, self-esteem development, teaching others to learn, and include civic and school involvement skills, they approach the ultimate response to realistic farmworker educational needs. However, in so doing, certain deeply entrenched perceptions about migrant farmworkers and their needs must be altered. *Perhaps, in this regard, the most damaging of the perceptions discussed in this volume, is the one that says: "Migrants don't need any more education than they've already got to do farm work."*

Parents, Children and Family Literacy

The dynamic thrust of the numerous adult literacy programs developed throughout the country has also given a strong impetus to many programs today that are developed around the *concept of adults and children learning together.* While adults have always been perceived as the teachers and helpers of children, in these instances, entire families join in sharing the learning experience. In some cases, roles are actually reversed and children are teaching their elders.

Both family and intergenerational learning opportunities are now available in many communities around the country. Nationwide networks providing training and technical assistance, professional consultation services, workshops and specially designed materials are flourishing.

Some of the program content with the best potential for meeting the needs of adult migrant farmworkers and their families are listed below:

- Teaching parents to teach their children
- Self-esteem and confidence development
- Cultural and community awareness
- Parental involvement in setting learning objectives for children
- Civic and school involvement training
- Pre-primary children and parents participating together in classroom and home activities
- Parent empowerment projects; support groups to create positive changes
- Parenting skills for raising children in a new culture
- Televised lessons on English skills and parent leadership themes: school curriculum, conferences, home learning situations
- Literacy and learning disabilities; dyslexia, undiagnosed and untreated disabilities
- Home-based programs that coach parents at home to prepare pre-school children
- Literacy training and stress management, nutrition, arts & crafts
- Curricula that accentuates family-centered education and assists in solving community problems
- Workshops for families designed to strengthen communication skills within the family on physical and emotional aspects of maturation; learn to listen and talk with children and others about responsible decision making related to human sexuality, drugs, tobacco, and alcohol.
- Family educational counseling services; individualized education plans; one-on-one tutoring, small group instruction, and life and work skills orientation.
- Improving "literacy behaviors" that include parenting skills supportive of a home environment conducive to learning and school achievement for children.

Several specific programs that appear to have philosophies and practices compatible with adult migrant farmworker needs are identified and discussed further on in this section.

BACKGROUND OF PARENTAL INVOLVEMENT

Early Practices

The practice of involving parents in the schooling of their children is less than 100 years old, although parents have been directly involved with the education and training of their children since the days of the earliest human groups. The very first teachers of children are their parents and this responsibility, a basic one that guarantees the survival of the species, continues today as relatively unchanged as it was when human groups first evolved.

Parents, everywhere in the world, teach their children life-sustaining skills and personal safety. This is one of the true universals of humankind and, as such, may be seen in practice regardless of race, language, culture, class, nationality, socioeconomic status, or geography.

In the United States of America, the earliest teachers were hired by groups of parents to teach their children the *Three R's*. These teachers were provided room and board in the family homes of their students. Early American families shared the burden and cost of maintaining the teachers by having them rotate periodically from home to home.

Hence, involvement by parents in their children's early schooling formed part of a natural, continuous and integrated relationship.

Institutionalizing Parent-School Relations

Efforts to institutionalize the involvement of parents in their children's schooling, as differentiated from involvement in the education and training of their children, began fewer than 100 years ago. This activity was initiated by parents in 1897 when the National Congress of Mothers was organized. By 1924, this organization had evolved into Parent-Teacher Associations (PTA), which currently form a national network numbering approximately 55,000 local chapters that enroll some 20 million members annually in the National Congress of Parents and Teachers.

The purposes of the Parent-Teacher Association are stated as follows:

- *To know the child through child study and parent education.*
- *To cooperate with the school and other educational agencies in the child's training through shared participation with teachers and educators.*
- *To control and balance the child's environment through development of public opinion and civic activity.*

Effect of Parent-School Cooperation

In a 1966 national survey of pupil achievement, sociologist James S. Coleman showed that improvement in scholastic achievement correlated positively when active and supportive PTAs formed part of the educational environment. Numerous other studies over the years continue to demonstrate that, all other factors being equal, the involvement of parents who are active and supportive helps make educational efforts more effective, particularly in the areas of discipline and citizenship. Parents' involvement also appears to contribute to better use of time spent on classroom tasks.

The Reverend Jesse Jackson, a well-known national activist, in seeking to improve educational opportunities for disadvantaged minority youth, advocates having parents sign contracts that commit them to personal involvement with local schools and to require a minimum of 2 hours of homework a night for their children. Reverend Jackson's national community action organization, PUSH, seeks to form coalitions among groups that help shape public opinion and policy in support of quality public schooling. These groups comprise a mix of parents, teachers, government agency representatives and elected officials.

Today, parents who are active in local community affairs and in the schooling of their children become involved in all manner and levels of educational administration and program activity, for example: public financing of schools; theories of education and human development; teacher preparation, credentials and compensation; curriculum and instruction; quality and content of textbooks and other learning tools; student performance and evaluation; school rules and regulations, to name a few. At one time, these matters were the unique responsibility of professional educators, school administrators, and instructional staff.

There appears to be an increasing propensity toward this type of involvement by parents and other community members where the focus is on the operation of the school and the quality of the education offered, rather than on the students' scholastic practices, social behavior, academic performances and achievements.

In large urban communities, many of them characterized by concentrations of ethnic and racial minority populations and high rates of poverty and unemployment, the presence of PTAs, by and large, has not been able to cope with burgeoning inner-city problems, despite efforts at community support and collaboration.

Ethnic Minority Parents and Communities

Perceptions among an uninformed and often prejudiced public that parents who are members of poor ethnic minority groups are not interested in their children's education is a pernicious myth. Most damaging is the erroneous belief that education is not valued by these ethnic minority families and communities, and that their concern for their children's well-being is not equal to that of other, more affluent mainstream community members.

It is acknowledged that language and cultural differences affect the quality of communication and can be a strong barrier to parental and community involvement in school affairs. However, where meetings, conferences, and workshops have been conducted in the parents' native languages, and presentations by school personnel have been culturally responsive and linguistically sensitive, ethnic minority parents have evidenced high interest, regardless of their economic status.

Educational programs and services that genuinely desire active participation of ethnic minority parents, especially those with limited English proficiency, must adopt means of communication compatible with the parents' language ability, and tempered by a responsiveness to the differing cultures and value systems.

Among the many ethnic minority groups living and working in this country, none is as susceptible to the conditions mentioned above, nor as vulnerable to their negative consequences, as disenfranchised migrant farmworker families and their communities.

INVOLVING MIGRANT FARMWORKER FAMILIES

As a first step in planning to involve migrant farmworker parents in the schooling of their children, and perhaps later on in their own schooling, teachers and administrators need to know something about these parents, their families and the communities they form. It would also be helpful for school personnel to become aware of some of the concerns and stresses that preoccupy these families, and to understand how these may impact the quality of any cooperative relationship with their children's schools.

School personnel, especially those with limited exposure to unassimilated ethnic or racial minority groups, need to ask *themselves* some penetrating questions about these unique families and their children. *These are the kinds of questions that ordinarily would not be asked about children and parents who look, dress, speak, and act in ways that teachers and other school personnel would perceive as the norm for the community they serve.*

Although there are other useful assessments that can evolve from such self-questioning, in this case, the primary intent is to help teachers and administrators modify their practices in order to achieve the goal of family and community involvement in educational programs. These self-inquiries would explore some of the following sensitive areas, with the expectation that they would encourage dialogue and debate, and ultimately lead to meaningful changes within the school as well as the farmworker community:

- What are the literacy levels and communication skills of entire family units?
- What is the quality of assimilation by this community into the mainstream culture?
- What is known about the farmworker family's socioeconomic condition and its logistical capabilities?
- How may a comparison between the languages, cultures and value systems of the two communities, school and migrant farmworker, contribute to improvements for both?
- How may candid perceptions of values, expressed in terms of schooling versus working and wage-earning, help to assess attitudes toward learning? What are the implications for migrant farmworker community involvement and local educational programs?
- What can be done to assess the private hopes and aspirations held by the migrant farmworker community and its families and children? What can school do about them?

Perception of Assimilation

Ethnic minority families who are achieving a degree of assimilation into the mainstream culture, begin to dress, speak, and act *in public* in ways that make it difficult to distinguish them from others who are *not readily perceived as newcomers in the mainstream culture*. These particular students, and perhaps their families, are already on the road to *passing* or *crossing over* from one culture to another. This often means that these families have begun to resolve problems associated with the disadvantaged economic and social conditions that comprise their major daily preoccupation, and can now divert larger amounts of attention and energy, perhaps even capital, to their educational needs.

Characteristics of Effective Methods of Involvement

School and community programs that evidence the most success in getting and keeping migrant farmworker parents, families and communities interested and involved have a number of important characteristics that distinguish them, as follows:

- A primary focus on the whole family's socioeconomic and educational needs;
- Availability and accessibility of school personnel who have other-language capacities and display cross-cultural sensitivity;
- Recognition by both parties, school and families, of the important similarities and differences between them, and ways to address these constructively;
- An *operational* awareness of the levels of literacy and education, and the degree of acculturation, of the migrant farmworker community;
- An understanding of the aspirations of individuals, families and the community, and realistic perceptions of their capabilities to achieve them;
- Public demonstration of appropriate displays of respect and admiration for the efforts and accomplishments of these families and communities in light of the constellation of socioeconomic barriers they face in day-to-day living.

DYNAMIC FAMILY PROGRAMS

The programs mentioned briefly in this section exemplify many of the effective characteristics outlined above. They have been selected from among many exemplary programs primarily because of their experience with or potential for serving the migrant farmworker community. A number of other resources not detailed here may be identified in the sections entitled *Special Resources* and *List of National Resources* located at the end of this volume in the *Directory of Selected References and Resources*.

Administrators and teachers of Adult Education, Literacy, and Migrant Education, who are interested in improving services to migrant farmworker communities in their areas are advised to become acquainted with these effective programs and services.

The Barbara Bush Foundation for Family Literacy

A public, non-profit organization founded in Washington, DC in March 1989, The Barbara Bush Foundation for Family Literacy has a most impressive mission:

- *To establish literacy as a value in every family* in America by helping families to understand that the home is the child's first school, that the parent is the child's first teacher, and that reading is the child's first subject.
- *To break the intergenerational cycle of illiteracy* by helping provide family learning so parents and their children may learn to read together with materials and instruction appropriate to their needs.

- *To support the development of family literacy programs* by helping to mobilize the creativity, resources and will of the country to build a nation of readers by building families of readers.

In pursuit of its mission, the Foundation has undertaken the following tasks: identify programs that work; award grants to establish intergenerational programs; provide seed money for community planning of intergenerational literacy efforts; support training and professional development for teachers; encourage public recognition of outstanding individuals and programs in this field; and publish materials, how-to guides and lists of resources.

La Familia of California

La Familia is a statewide program that was founded in California approximately 15 years ago as a private, nonprofit, community-based organization. For the past 5 years, it has operated under the aegis of the Migrant Education Division of the California Department of Education, while preserving its close ties to *the migrant farmworker community and its program of whole-family education.*

La Familia's founder, Adriana Salinas Simmons, coordinates and continues developing the growing network of Migrant Parent Advisory Committees, adding new committees every year as more school districts become receptive to the necessity of moving beyond traditional methods and practices of relating to parents and the community. *La Familia is designed to serve all members of the migrant family from age 4 and up* with bilingual (Spanish-English) programs and services based on a detailed needs assessment. These programs are closely coordinated with the Migrant Education regional staff, the local school district, adult and vocational education programs and community colleges.

Examples of available *La Familia* services include English as a Second Language (ESL), its vocational counterpart (VESL), civics studies and citizenship preparation, Adult Basic Education (ABE), parenting skills, parent-child communication skills, consumer education and protection, high school completion or GED, individual and family counseling services, and tutorials for special academic needs.

BEST-PAL (Basic Education Skills Through - Parent Affective Learning)

Located at the Brevard Community College in Cocoa, Florida, BEST-PAL was developed in 1983-84 with a Special Demonstration Project Grant of the Adult Education Act. It was created *specifically for undereducated parents of low socioeconomic status*. The program is designed to teach parenting skills while also serving as an Adult Basic Education (ABE) reading comprehension curriculum. It also acts in conjunction with literacy awareness and recruitment activities, and helps develop parent support groups in communities where ABE classes are held.

The Kenan Family Literacy Project

This Louisville-based non-profit project was adapted from the original Parent and Child Education (PACE) program of the Kentucky State Department of Education. It successfully instills positive attitudes about education in *undereducated parents with young, school-age children*. Parents spend nine hours a week in academic instruction which includes pre-employment skills, self-esteem building, and job readiness preparation. Three days a week, parents and children participate jointly in learning and developmental activities.

Family Learning and Resource Center (FLAR)

FLAR was co-founded in 1987 by the Adult Education Department and the Office of School-Community Relations of the Detroit Public School System as a *parenting program.* Thirty elementary schools are involved in FLAR's programs that help guide parents and their children in active communication, positive disciplining and goal setting.

Dover Adult Learning Center (DALC)

The DALC Family School program of the New Hampshire Department of Education is designed *to serve parents who are school dropouts and have pre-school children.* Adult basic education teachers and parents meet for two sessions a week of three and one-half hours each to do basic literacy and pre-GED work, while other school staff supervise children's activities. The parents' educational units include discussions of real-life issues such as child health care and tenants' rights.

A Partnership Model for Family English Literacy

This project was developed at Texas A & I University, Kingsville, TX as a family literacy English model program *for limited English proficient parents who have little or no literacy in their native language.* The program offers English instruction, basic reading, writing, and math skills, and includes parenting skills and instruction on how undereducated parents can help children learn.

Project Even Start

Funded by the Washington State Adult Education Office, Project Even Start offers *remedial instruction to parents* in 13 sites across the state. The goals of the programs are:

- To help parents recognize that they can be the most effective teachers of their children;
- To provide illiterate and semi-literate parents with the basic educational and parenting skills which will increase self-esteem and confidence in their ability to assist their children in the learning process;
- To enhance children's learning experiences in formal educational settings by providing them with a positive home environment which contributes to their motivation to learn.

Family English Literacy Network

The Miami-based Florida International University Family English Literacy Network project is designed to prepare Hispanic and Haitian limited English proficient (LEP) parents in literacy, ESL, and parental involvement in school activities. A variety of competency-based life-skills textbooks, bilingual manuals and materials are used.

Family Initiative for English Literacy (Project FIEL)

Project FIEL is coordinated by the El Paso Community College and five school districts in the El Paso, TX area. FIEL emphasizes language and literacy skills for LEP parents and improving literacy behaviors for LEP parents and their children. Instruction is available in Spanish and English.

Mother's Reading Program (American Reading Council)

The Mother's Reading program in New York City is an intergenerational literacy program for limited English proficient (LEP) mothers of children attending Head Start. Using the philosophy and methodology of Paulo Freire, mothers learn to read and write by examining their own life circumstances.

One Teaches One Illiteracy Project

Sponsored and supported by the Puerto Rico Department of Education in Rio Piedras, PR, the One Teaches One program provides literacy training for parents of Head Start children in five communities.

Family English Literacy Project (FELP)

A project of the Cross Cultural Resource Center of the California State University at Sacramento, FELP coordinates with four Sacramento-Stockton area school districts to provide language training and parenting skills to LEP adults. The program focuses on whole family units and serves the following language groups: Cantonese, Hmong, Lao, Mien, Spanish, Russian, and Vietnamese.

SER Family Learning Centers (FLCs)

SER's FLCs, headquartered in Dallas, TX, and located at 36 sites in 12 states and the District of Columbia provide basic skills and literacy instruction to all members of families affected by illiteracy. Additional services include job skills, remediation, and intergenerational child care, in which senior citizens are employed or volunteer as caregivers. Linkages are maintained with parents and school officials to improve the education of children.

Human Interaction and Group Dynamics

Historically, the planning emphasis for parent involvement activities has been on teaching the parent to teach or help the child, and the effectiveness of these activities has been measured in terms of the effect on the child's school performance. A second focus has been, and continues to be, on the role of the parent as some sort of volunteer adjunct staff for co-curricular and extramural school activities.

This belief in the importance of parent involvement has evolved into legal requirements mandating parental involvement to help set *policy and direction* for such programs as Head Start, Handicapped Children's Early Education, and other early childhood education programs.

While it would be unthinkable for early childhood education professionals to attempt to serve all children in the same manner, their parents, until fairly recently, have not been regarded as individuals with their own unique needs and desires. This generalized perception of parents and families, and insensitivity to individual needs and skills, have often led to limited and disappointing community responses to school programs.

When migrant farmworker parents and families are similarly perceived and insensitively treated, the negative effect upon them reaches through to their children and other family members, further widening the gap between school and the migrant farmworker community. ***It is reasonable to assume that this kind of institutional disregard of commonly known tenets about human interaction and group dynamics may easily lead to a loss of confidence in educational processes and other community-serving institutions.***

Parents, Schools, And The Law

Few migrant farmworker parents, excepting some of those who may have participated in special parenting classes or received civics instruction, are aware that every state has some form of compulsory school attendance laws. *This unawareness, when coupled with a need for the contribution of all family members to ensure economic survival, and with lax* *agricultural child labor laws, forms a grievous condition that is most unlikely to serve as a basis for establishing good school and farmworker community relations.* Generally, these laws are expressed in terms of an age range within which a child is expected to be enrolled in school, typically from ages 6 to 16. The laws provide penalties for parents and guardians who willfully keep children out of school. It may be useful to look at a general summary of typical rights that all parents enjoy under these laws, and which are largely unknown to farmworker parents. These rights are paraphrased as extracted from the laws, as follows:

- Parents have a right to educate their children in whatever way they believe in.
- The state cannot impose on all parents any kind of educational monopoly, of schools, methods, materials, or whatever.
- Parents are assumed to be competent to teach their children until proved otherwise.
- In order to prove that parents are incompetent or their educational plans are inadequate, the state must show that its own requirements, regulations, methodology, etc., are educationally necessary and do in fact produce, in its own schools, better results than the parents get or are likely to get.
- The state may not deprive parents of these rights for arbitrary reasons, but only for serious educational ones, which it must make known to parents through appropriate due process.

It would appear that much benefit could accrue to the migrant farmworker community if administrators and teachers of Adult Education and Migrant Education met together in conference to develop a joint agenda based on these legal propositions, and invited farmworker families to participate.

LESSONS LEARNED

Many years spent in efforts to improve the state of parental, family and community involvement with schools and educational programs have yielded some important lessons that are equally applicable for relations with farmworker communities. These lessons appear to be universal, as well as useful in designing effective strategies for improving these relationships and enhancing involvement. The lessons, as learned, instruct us that school and community relations, if they are to be effective, must consider the following:

- The educational and developmental levels of the parents, families and communities;
- The kinds and amounts of risks and stress being experienced;
- The range and types of program activities that may meet basic skills requirements;
- The kinds and quality of support services and activities required to ameliorate negative conditions and promote positive ones.

Migrant farmworker communities have little, if any, experience with these particular lessons in the context of relationships with teaching institutions. Their experiences are much more primal, and deal with the total consumption of their limited resources on matters of survival. Those educational programs and support services that do extend their missions into the farmworker communities also strain their limited resources in order to do so. There has been little time, energy or money with which to develop the strong linkages between school and farmworker community that characterize similar types of relationships that exist, *pro forma*, in the middle class mainstream society.

Unfortunately, the issue is larger and more complex than one of limited resources. *Too many educational programs and migrant farmworker communities appear to have been content to live and work literally side-by-side for generations with neither moving to reach out to each other*. There are noteworthy exceptions, of course, and some of them are cited in this work. By and large, however, what passes for relations between schools and farmworker parents and families in most rural communities may be characterized as classic cases of *benevolent neglect*.

ASSESSMENT OF STUDENT PROGRESS and PROGRAM EFFECTIVENESS

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ASSESSMENT OF STUDENT PROGRESS and PROGRAM EFFECTIVENESS

Reliable and valid assessments of the basic educational needs of adult migrant farmworkers, of their performances as learners, and of the effectiveness of the educational programs serving their needs are critical to the attainment of individual and institutional goals.

INTRODUCTION

The approaches described herein are based on a synthesis of literature on educational assessment and program evaluation as well as on observations made during exploratory visits to program sites serving adult migrant farmworkers. The purpose is to provide a resource for examining how educational programs can facilitate the learning of basic academic and language skills for adult migrant farmworkers.

This section forms a part of the *Resource Base* developed for administrators and teachers of Adult Education. In concert with other sections of this volume, its purpose is to facilitate the delivery of effective educational services to the adult migrant farmworker community. The presentation that follows begins with a discussion of the definition, intent, and assumptions underlying student assessment and program evaluation.

WHY ASSESS? WHY EVALUATE?

Assessment and evaluation refer to the same process, namely: obtaining systematic data concerning levels of learner performance with regard to the specific skills and knowledge which are the teaching and learning goals of an educational program.

The following activities would appear to benefit from a systematic review of the skill needs of individuals:

- Placing individual students in appropriate educational contexts.
- Monitoring individual student progress.
- Documenting individual student outcomes.
- Enhancing overall program effectiveness.

Menges and others (1983), for example, indicate initial assessment and on-going assessment of Limited English Proficient (LEP) adult student progress aids service providers in adapting instructional strategies and materials. They cite a final evaluation as important for job placement or referral to further training.

The need for systematic data on students and program effectiveness stems from the following assumptions about how learners can be assisted most effectively:

- that learning can be facilitated when the targeted skills and knowledge are directly relevant to students' own goals, interests and attitudes, and if they are learned in a context similar to ones in which they will be used;
- that learning of multiple topics, skills or concepts is facilitated when the approach to them is coordinated;
- that learning is facilitated when barriers to participation and involvement are identified and strategies for overcoming them are developed. *Developing learning strategies requires observation of the process of learning, analysis of its outcomes, and discussion of findings between instructors and learners.*

The Differences Between Assessment and Evaluation

Accepting the assumption that learning can be facilitated implies giving attention to skill levels and skill needs, as well as coordination of elements of educational programs. Assessment and evaluation are both part of the same process of facilitating learning. The differences between them relate to the timing of their occurrence, to their application to individual learners, and to the examination of patterns among groups of learners.

Assessment is ongoing during the learning process and focuses primarily on an individual learner's needs, progress and outcomes. Assessment can be either formal or informal.

Evaluation sums up participation in the program in terms of its overall impact on outcomes, and permits analysis of factors in program design and delivery which contributed to these outcomes.

Essentially, assessment attempts to predict needs. Evaluation, however, focuses on the accuracy of these predictions and how they might be improved. If learners could reliably tell educators what their needs, interests, and skill levels are (or educators could also reliably look and see), assessment would not be necessary. If it were readily apparent how to design an instructional program to facilitate learning, and how to administer it in efficient and effective ways, evaluation would not be necessary, either.

Learners, however, are not often fully aware of their skill needs, may be shy, and do not think of their educational needs in the same ways as do educators or employers. Skill needs for adults are also not readily visible. Adults often come with deficiency gaps here and there, and these are not necessarily related to each other in obvious ways. Migrant and seasonal farmworkers are no different except that, for most of them, poor English language proficiency complicates the learning problems. Language proficiency problems often mask other basic educational skill strengths and weaknesses. Designing an effective instructional program is not a simple process; neither is effective management of the delivery of instructional services.

Student assessment and program evaluation are mechanisms for analyzing instructional needs and fine-tuning programs to best meet those needs. In the discussion that follows, it will be noted that these matters often are interdependent.

Westby-Gibson & Tibbets (1981), indicate that major issues for adult literacy are not merely what vocabulary is known or at what level the individual reads, but also the reasons underlying why the individual is reading at a specified level and what accounts for the existing level of comprehension. Only with this information, they say, can a program be designed to meet individual learning needs (appropriate style, level, content, context).

Assessment and evaluation perform different functions, however, and the distinction becomes clearer when analysis of program impact is examined.

Assessment and Program Evaluation Concerns

Individuals come to a learning context with different goals, and with different skill strengths and needs. The abiding concerns of assessment are to identify and understand learners' goals, particular skills and concepts needed for accomplishing these goals, and factors likely to affect their accomplishment, including participation in the program and successful utilization of learned skills and concepts.

Understanding participants' goals and interests is the key to discovering what motivates a learner. Individual goals and interests represent the lens through which the learner sees the world and can best understand the concepts and skills to be learned (what they mean, what they are useful for, and how to use them). An intent of assessment is to understand how to facilitate learning of a new skill or concept.

Skills and concepts needed by a learner may encompass a variety of issues beyond the basic skills: reading and writing and arithmetic. In particular, problem solving capabilities, positive perceptions of knowledge and skills, and developing effective strategies for learning are important. An assessment concern is to understand direct and indirect contributions to applying learned skills and concepts effectively.

Factors affecting participation in a program may include cultural orientation, personal orientation and experiences, previous schooling and current occupation. For example, some learning issues may be more sensitive to cultural context than others; some more sensitive to previous schooling experience; others to learning and teaching styles. Another aim of assessment is to understand barriers affecting a learner's ability to grasp a concept or skill and to use it in a new context.

Assessment presumes a model of cognitive learning behavior such as Kolb (1976) describes, in which individuals observations and reflections *lead to:*

- formation of abstract concepts and generalizations *from which*
- implications are deduced *which lead to*
- testing concepts (or their implications) in new situations *leading to*
- further observation and reflection.

This model of cognitive behavior suggests that achieving specified levels of skills is a function of observation, problem solving strategies, and feedback about the strengths and weaknesses in the learning process. In Kolb's terms, learning style is an important contributor to achieving skill levels, since the observation, concept formation and skill try-out strategies (e.g. learning style) are the bases upon which skills are formed.

The role of assessment is to develop information about the learner for use in the instructional process and to assist the learner to benefit from the learning process. *The role of program evaluation* is to develop information about the learning process and its outcomes for use in redesigning the instructional delivery process and fine-tuning it to improve its efficiency and effectiveness.

COMPONENTS OF AN ASSESSMENT PROCESS

An assumption is made here that specified skills and knowledge are learned fastest when learning itself is the primary focus of attention. The dialogue between instructor/assessor and student—the foundation upon which assessment rests—helps center the learner's attention on the skills and knowledge identified as needs. It is equally important, however, that the dialogue help the instructor understand why these skills and this knowledge are valued by the learner in order to frame a relevant instructional context.

A comprehensive assessment process has five major elements with which to facilitate student learning:

- Appropriate placement **(diagnosis)**.
- Acknowledgement of progress and outcomes **(student progress assessment)**.
- Informing the participants (learner and instructor), and creating dialogue between them concerning progress and program direction **(feedback)**.
- Facilitating fine tuning of instruction to make it meaningful and useful to the students **(individualizing instruction)**.
- Providing information the program can use to improve the content and organization of the educational program **(program evaluation)**.

Assessment and program evaluation are central to an effective instructional process; this central role is further enhanced when the instructional approach is competency-based.

The State of Florida, one of the leaders in developing competency-based education, stresses delivering vocational education in a guidebook for teachers emphasizing instruction towards attaining clear-cut, measurable competencies, and not on spending time in courses (seat time)to achieve passing grades.

To be consistent in facilitating these outcomes, assessment should produce useful information for the instructor, the student and the institution. A variety of assessment methods can be appropriate for adult migrant farmworkers, starting with individual judgments and observations about the accomplishments of an individual (self-report) or a particular program, and including demonstration of knowledge gained either through response to verbal or written tests, or through performance skills, measured at criterion-based levels. Each may provide desirable information.

Diagnosis

Assessment plays an important role in the diagnosis of skill development needs of the participants in a program. Assessment can also provide information about educational needs of groups of participants, but the primary focus of diagnosis is on the individual.

The product of a diagnostic assessment is an outline of skills, and strengths and weaknesses, which together profile the complex individual who is the migrant and seasonal farmworker. The data developed during the assessment should provide a basis for the tailoring of an educational program to offer the best context feasible in which to work toward identified educational goals.

The quality of an assessment is a judgment based on the adequacy or comprehensiveness of the portrait of the individual's skills, the usefulness or relevance of the portrait for the instructors who are working with the learner, and the ability to translate the data, in a timely manner, into useful information for both instructor and student. The judgment on quality of assessment poses the question: is the accuracy and richness of the information worth the effort expended in time, money and effect on participants? Part of the answer to this question lies in the timing and accessibility of the data for the instructor and student, the relevance of findings from the assessment, and the purposefulness of their use.

The approach recommended to service providers and educators for initial diagnosis of learning needs entails a short and informal intake interview which is relatively easy to interpret for use in the instructional process. It provides a wide range of information, including:

- the previous scholastic experience and demographic characteristics of participants;
- students' interests, goals, experiences;
- factors likely to present barriers to the education/training program;
- factors serving as strengths or advantages for the training experience; and
- needs stemming from level of English and native language proficiency (Menges, 1983)

Menges also states that an intake interview for a person with limited English proficiency should include assessment of oral and written English skills and math skills, within the context of what is required for the particular goals focused on; further, that native language abilities be assessed as well as barriers to successful participation in training activities. *The point of the evaluation is to work on behalf of the student in a timely fashion.* If the data remain with the assessment person, and are not available to instructors in time to adjust the program, much of the value of assessment for diagnostic purposes is lost.

A relatively short and informal diagnostic assessment interview is particularly appropriate for some migrant farmworkers. Migrant farmworkers who are not familiar with educational organization, or who have had bad previous experiences with education agencies, may be shy in a new context. Under these circumstances, they may not be able to indicate true skill strengths and weaknesses. Since diagnostic information does not have to be developed all at once, *the use of short, informal, regular meetings between instructor and student may be more appropriate for farmworkers than a long, formal initial assessment.* This is consistent with Sticht (1990), who warns educators away from conducting an assessment during the first meeting with the learner.

Frequently, diagnosis consists of data collected during a brief intake interview, limited to previous scholastic record and demographic characteristics. It would appear that the form of the data and their utility for program administrators, the instructor, and the student are at issue. The learner is in the loop because of the information he or she has about past experience and needs, and also because of the importance of "owning the learning process." Diagnosis should not exclude the learner from participating in the educational process.

Student Progress

Monitoring student progress is another important role of assessment. Conducting assessment helps the instructors and the students to identify achievements, and the significance of these achievements to date; barriers to progress and potential remedies, e.g., reinforcement of lower level skills or concepts; whether a different approach to reinforcement or instruction would be useful; and whether the student has particular problems using a learned skill in specific contexts.

A by-product of progress assessment is usually a description of the skills and knowledge a student has mastered. A truly useful assessment goes beyond this, however, to include a demonstration of the knowledge and skills learned; an ability to apply acquired knowledge and skills in appropriate contexts; and implications for the student's further educational progress.

Information from an assessment is relevant for the learner, the instructor, and the institutional administrators. For the learner, assessment of progress aims to encourage and enhance motivation; to indicate means by which the specific learning has contributed to general life or work goals; to identify skill areas in need of further focus and effort. For adult migrant farmworkers in particular, assessment addresses two overall needs: bolstering self-esteem and feelings of empowerment, and providing concrete information useful in directing their own learning, i.e., applicable in contexts outside the classroom.

For the instructor, assessment of student progress provides new information which may be used to make the instructional context more meaningful to the student. Such information pertains to the strengths and weaknesses of skills, as well as learner attitudes, problem-solving abilities, and to contexts in which individual learning is enhanced.

For the institution, assessment offers information to help improve the design of the delivery of educational services.

Student progress is often measured through curriculum-based measures, using paper-and-pencil or keyboard-based input, with benchmarks set in terms of the curriculum module or unit mastered. *Because the ability to use and apply concepts to new contexts is so important for adults, both as outcomes and as a basis for the learning process, assessment should be oriented toward understanding the ability to apply newly gained skills.* It should also provide occasion for formal dialogue between the instructor and the learner about progress and goals.

Feedback

An important part of the process of monitoring student progress is to help make learners aware of the progress they are making and the skills they have gained. This may be particularly important to learners who are assimilating cultural practices along with educational content. The educational experience serves to help adjust horizons, to facilitate learners' awareness of potential opportunities, and to enhance their ability to make use of these opportunities. These are attitudinal changes which, when reinforced, can strengthen problem-solving, and reasoning and learning skills. Moreover, this element is central to the learner "owning" the learning process and being able to carry it beyond immediate instructor-student contexts. *Dialogue about these goals constitutes the feedback component of assessment.*

For adult migrant farmworkers, such dialogue may be particularly crucial since many of them have limited experience with the mainstream work culture outside of agriculture and with the American educational system. Feedback serves as a vehicle for counseling, for offering needed support for continuous participation, and for an opportunity to inform individuals about their progress. The process also facilitates an understanding of their perspectives on these matters.

In adult instruction, test scores are often the primary vehicle for providing an on-going assessment of progress. Feedback to students consists of dispensing these scores together with a brief comment indicating praise/recognition or consolation. This is one-way communication. While progress is equally important to the adult migrant farmworker, and test scores may be an indicator of progress, they do not reflect the value gained from participation in education programs. A farmworker, in particular, generally judges the value of participation in more immediate terms; for example, a new job opportunity, added capability to travel from point A to point B, or to judge correctly the amount of wages received.

Feedback about learning progress and continuing skill needs implicitly means discussion of a student's attitudes, learning style and problem-solving approaches. To the extent that these issues can be discussed *explicitly*, the learner's assimilation into new work or social culture can be eased and the learning process enhanced. Demonstration of the importance of feedback is shown in studies of differences between novices and experienced computer users. Crucial to students' success in applying skills, were differences in understanding subtle problem-solving behaviors, and in improving problem-solving focused on how to look for errors and how to prioritize errors (National Science Foundation, 1980). This type of assistance is effective use of student feedback.

Problem-identification and problem-solving skills seem particularly important for persons newly assimilated into U.S. culture, and who desire to try out new roles (as some of the migrant farmworkers do). A word of caution, however, that the method of providing feedback and the type of feedback are both personally and culturally sensitive. Individualizing the type of feedback and the manner of its presentation is imperative. That is, an instructor may not be able to meet the needs of different learners by providing the same feedback in the same way to all adult migrant farmworkers.

Individualization of Learning

Assessment information should provide a basis for the instructor to tailor the instructional process to individual needs and perspectives.

Adults engage in learning for a purpose, and are most highly motivated when the learning context or approach seems to serve their purpose. Assessment of progress is especially useful when it can enhance the fulfillment of specified purposes. This is a basic premise of successful educational interventions; it is not, however, easy to accommodate in an environment which attempts to serve many clients simultaneously, i.e., in classroom settings. Adult migrant farmworkers are motivated to learn for a variety of reasons; for example, to learn English to improve their job potential, to help their children with their schooling. Adults also enter a learning environment with a range of strengths and weaknesses. Different educational contexts and approaches are necessary to work effectively with a variety of class participants. Assessment can provide assistance in placing learners in a context which has more relevance for them.

In concrete terms, individualization is seen as the ability to control the following:

- the pace of learning
- the focus of learning and the content itself
- the level at which the content is presented
- the sequence in which elements of the content is presented

- the medium (or media) of presentation: print, visual, kinesthetic
- the type of learning support (amount of interaction with an instructor or aide, or the amount of skill or concept reinforcement)

Assessment provides information about the level of mastery of a skill or understanding of a concept, and also provides information on how to best facilitate learning.

PROGRAM EVALUATION

Program impact is typically a matter for evaluation rather than assessment. It is an issue for *ongoing consideration* (assessment) as well as a *summative concern* (evaluation).

Effective programs have impact on students' skills and students' lives. A crucial role for both assessment and evaluation is to describe the type of effects the program is having, and has had, on students. Assessment focuses on the individual student. Evaluation examines patterns among individuals.

Analysis of program impact is essentially posing the questions: Did "I" get what I wanted from participating in the program? If not, why not? If yes, could it be improved? "I," in this case, has multiple referents: the student, the instructor, and the organization as a whole (in terms of its mission and philosophy).

The following represent a range of premises on which successful educational interventions for adult migrant farmworkers are often based:

- Solution-oriented learning, with relevant outcomes that can be applied immediately in the learner's world
- Individualized instructional schedules, contents, and approaches
- A methodology that emphasizes communication and development of problem-solving skills

In assessing program impact , we ask:

- Are the components of the program actually facilitating the learning intended? (If yes, is it possible to strengthen effects; if not, why not?)
- Are the learning gains sufficient to contribute significantly toward accomplishing the goals of the learning participant?
- How effective is the program for an individual participant?
- Overall, how could the program be more effective in facilitating learning?

Assessment of impact rests on questioning and defining program effectiveness. It goes beyond the immediate skills apparently acquired and includes the individual's attitude, his or her ability to apply or utilize the information gained, how the information utilized is integrated by the learner into problem-solving approaches, and the goals of the learner (U.S. Department of Education, February, 1987: *Digest of 310 Evaluation Methods*). Program impact can be seen on issues as seemingly disparate as language acquisition, gained math and reading skills, ability to get to class on time, frequency and severity of accidents at work, ability to take advantage of opportunities to use more complex equipment in the workplace (possibly leading to more frequent employment), and/or willingness to take the initiative to ask a supervisor how to do something. Program impact can also be seen in the success of program outreach and recruitment methods through word of mouth.

Program evaluation focuses on these same issues. It is concerned with the quality of overall outcomes, their general effectiveness, and how they can be facilitated. Typically, a distinction is made between two different purposes of evaluation: formative and summative. Formative evaluation refers to the use of outcomes from assessment to refine and improve program design and to enhance the ability to change course to permit the program greater positive impact on an individual. Formative evaluation, diagnosis and progress assessment play similar roles in this regard.

Summative evaluation, however, focuses retrospectively on program participation. One has a clearer picture of what program participation has meant to the participant and to the agency at this point, and can evaluate the strengths and weaknesses of a program for given goals, types of learners, and for levels of organizational investment. Under the heading of program impact, one is generally considering summative evaluation. Findings derived from summative evaluations, however, are less relevant to current learners but are useful in modifying policies and practices for successive students. Degrees of program effectiveness may be measured in the following terms:

- Makes a positive impact on an individual
- Facilitates learning in a range of areas or in one area with high intensity
- Favorably impacts a large proportion of the participants in the program

In an open entry - open exit environment, however, where the same farmworkers may return over a number of cycles, the distinction between formative and summative evaluation blurs to some extent. The distinction also blurs as institutions structure programs to focus on continued learning after program participation, because learner follow-up becomes increasingly important. While post-program follow-up is unusual in practice, many practitioners and researchers recommend it. For farmworkers, it may be particularly important, as many can only participate in program fragments because of their mobile lifestyles. Thus, for programs working with farmworkers, the distinction between formative and summative evaluation is more likely to be ambiguous.

The prevailing view is that assessment of impact is fundamentally bound up with "case management" and continuing education. Especially for the adult migrant farmworker, each class is a wedge used to leverage a total learning process. The bottom line is working with the individual to obtain his/her goals over time, and to develop awareness of other relevant skill, career and educational goals. Impact on an individual of participation in GED, ESL, parenting skills training and other instruction, must be assessed more thoroughly than any single test can measure. The value of a program rests on how new skills and knowledge build on what individuals bring with them and how well they can apply the new learning in their daily lives.

We think of program effectiveness as the total impact on a person's portfolio: skills, attitudes, perspectives, reasoning, ability to solve problems, and developing self-esteem as a learner, capably demonstrated in the immediate learning context and in the "real world."

Program effectiveness relates to an individual gaining and using new knowledge and skills; the support provided to assist them in understanding and using new found skills is what a program offers which is possibly of equal worth to learning the skills themselves. A program essentially contributes to the development of a richer portfolio of skills and attitudes. A program with impact has resulted in portfolio development for given individuals participating in it and for the group as a whole. Not just gained skills are in focus, however; the ability to use them is crucial as well.

Examining the way students can actually use the skills learned outside the classroom is often given short shrift in education. For working adults, who have limited time to devote to educational programs and who may have to overcome a number of hurdles to participate at all, the issue of "implementation of education" (long term impact, as we have called it) is crucial.

Assessment of program impact is difficult to do, especially if it is perceived as the quality of the changes in portfolios. Difficulties arise with the range of issues to assess; how to assess them; and how individuals integrate the data in order to make judgements about impact. A very specific difficulty comes from the mandate to separate the effects of participation in a given program from other activities in which a participant may be involved; that is, how does one attribute effectiveness to a program?

Looking at program impact as changes in an individual's portfolio, however, is difficult in and of itself, because of the diverse ways that impact can be shown. All of the following represent that diversity: development of learning skills themselves, which may increase the speed or effectiveness with which an individual can participate in the society; self-concept and willingness to take initiative in using skills; ability to add/subtract/multiply or divide using decimals, so a person feels more confident looking at their check stub. For these reasons, perhaps, program effectiveness is generally not viewed in terms of changes in an individual's portfolio of skills.

Most frequently program effectiveness is assessed as gain in test scores for program participants in a given cycle (semester or year). These data are certainly relevant to the issue but address only one element of impact: gains in specific skills covered by the test. These data may be useful to the instructor as indicators of whether a targeted concept was conveyed in general or to a given individual, to indicate where there may still be problems, and to determine which students seem to benefit more or less from the instructional approach. When the measured benefits are valued by an instructor, and the instructor is able to interpret them appropriately, such test scores are useful. But, they do not provide an adequate answer about the degree to which a program had an impact. A person (or the group as a whole) could evidence gains, but, for a variety of reasons, cannot or do not apply the skills outside the skill-drill context. The skills may appear irrelevant to the learner, they may not know how to apply them or when to apply them, they may not feel it is their role to use them in a given situation, or there may be some underlying deficit. Given any of these reasons, the effectiveness judged from the gain measured by the test scores would be false. It would not indicate a healthy program impact.

A second very specific difficulty comes from the mandate to include among the criteria for effectiveness the ability of the individual to apply the skills outside the learning context. This is both unwieldy and costly to assess. The way educational competencies serve the participant outside the classroom is difficult to pin down for a number of reasons. Individuals may be participating in a variety of programs: high school diploma, diploma equivalency programs (the GED), English as a second language (ESL), vocationally-oriented ESL (VESL), basic education skills, employment-related basic skills, specific remedial training, career awareness/development programs. (It is difficult to tease out separate effects.) Individuals often leave the area after program participation, even cutting short participation in the program. Given these difficulties, assessment of impact is a thorny issue.

Impact assessment techniques combine quantitative and qualitative data, standardized and curriculum-based measurement approaches, and personal and third-party (assessment) generated. Because of the difficulties posed for assessment by the language, lifestyle and cultural barriers associated with the adult migrant farmworker's participation in U.S. educational programs, no one assessment instrument is likely to be adequate for describing skill and competency levels appropriately. Scores from curriculum-based assessments represent assessment of one element of program impact: extent of progress toward curriculum-based objectives. Initial program goals and philosophy, and individuals' objectives still need to be taken into account.

Assessment of program impact is a complex undertaking and can be facilitated by the use of both qualitative and quantitative data. Graphic analysis of an individual's profile of outcomes (both inside and outside the immediate learning environment), while taking into account learning goals, is appropriate. Summary data, when incorporated with a *case management* approach, is an effective method of analyzing the impact and value of the skills developed by the individual learner.

CHALLENGES IN STUDENT ASSESSMENT AND PROGRAM EVALUATION

Student assessment and program evaluation can be burdensome for staff and participants alike and often produce results which are neither believable nor reliable (Moravec, 1981).

It is a burden, in part, because of the inherent difficulty of measuring hidden competencies and needs; in part, because of the time it takes to evaluate or assess, and the emotional effects from participating in it. Few people enjoy being evaluated; few know how to use data from evaluations effectively or how to provide feedback which will be used constructively; and few trust evaluation data. Adding to the distrust is the difficulty of taking into account class or program (content) emphasis, level of student participation, and individual goals.

The point at which assessment is conducted, the type of assessment used, and students' familiarity with testing methods each contribute to making evaluation complex and its results unreliable. Assessment and evaluation are made easier and more reliable when an individual participant is the focus, and when assessment addresses the student's acquired knowledge and skills, and their practical applications.

Despite reports by some participants that they have learned something about themselves from an assessment process (King, 1982), and despite statements of its potential contribution to the learning process, service providers frequently view it as detracting from the educational process.

When transforming the abstractions mentioned above into concrete matters, both educators and learners often encounter some or all of the following questions, which must be resolved:

- How much time should be spent on assessment?

- How can outcomes be measured in a meaningful way?
- What role do individual objectives play in assessment?
- What are acceptable standards of performance?
- How much emphasis should be placed on training program staff to assess consistently and effectively?
- What is to be done with all the information?

Each of these challenges is explored below.

How much time should be spent on assessment?

This question examines whether assessment will drive clients away because they do not find it relevant to them and they are frightened by it. A corollary of the question is: should learners be subjected to potential failure by being asked to tackle problems they can not address (as in power tests)?

The answer to this question, distilled from site visit discussions and discussions of assessment techniques in the literature, is that if the assessment is relevant to the individual, it will not be a deterrent.

What is relevance? The answer is deceptively simple. In an educational context, something is relevant when an individual perceives that he or she is going to learn something of value, especially when the assessment experience is presented in a helping and non-threatening way. The following factors must be accounted for before relevance can be determined:

- Assessment must address an individual's reasons for participating in a specific course of study or action.
- Extensive assessment is not necessarily relevant for all individuals participating in an educational program. Much depends on the purpose for undertaking instruction; for example, choosing to improve parenting skills versus learning an occupational skill. Assessment seems less necessary for the former purpose than for the latter.
- Both learner and staff must clearly understand and talk about the nature, purpose and function of the assessment process, what will emerge from it, and how results produced will be useful (for both the participant and the instructor). Only under these conditions will a test of an individual's skills in a certain area produce reliable results.

  The assessment process is usually an unfamiliar experience for the adult migrant farmworker; using a special pencil to blacken in squares on an answer sheet is threatening and discomforting. The student is concerned with the issue of whether to guess or not, and concerned with what the instructor will do with the information obtained. The uncertainty of being misunderstood may deter individuals from participation and may undermine the reliability of the information obtained (i.e., the individual may yield very different results under other testing circumstances). For many of the tests (especially language tests) it is recommended that they be administered after the learner is more familiar with the educational environment and its expectations.
- The assessment process should not seek to obtain information already available, or for a purpose not subscribed to by the learner.

  The adult migrant farmworker moves fairly frequently and can potentially participate in more assessment than instruction. Some may migrate before completing an entire course of study. Participation in repeated assessments, combined with an absence of measurable progress, is generally disheartening and may deter continuation in the program. In such cases, a more informal assessment approach, akin to counseling, can be used. When an individual indicates the desire to go beyond his or her current status, then the utility of more formal and elaborate assessment could be discussed.

During visits to various program sites, certain approaches were observed in practice that addressed some of the aforementioned challenges, and these led to the following observations by the Project Team:

To prevent the assessment process from potentially *driving some students away*, the agency intake person conducts a brief and non-threatening interview, and assigns new learners to classes where instructors take over. A friendly, supportive, one-on-one introduction to the program may help build trust, confidence, and a feeling that the institution *cares*. Initial interviews may include a light exploration of potential obstacles to program completion, and may provide a basis for extending assistance, as appropriate.

Personal information gathered about new enrollees using this practice is necessarily limited, but may be acceptable as a "trade-off" for keeping the initial interview from becoming threatening or overly burdensome to the enrollee. To extend the range of information collected, and still maintain a friendly and caring atmosphere, requires *trained and experienced counselors* that many agencies are unable to assign solely for intake and registration purposes.

When it becomes essential that more extensive data be collected under more controlled and formal protocols, it may be worthwhile and timely for service agencies to consider the establishment of an "assessment center." This centralized activity may be staffed and structured to perform various related functions simultaneously, and to serve all students throughout their entire period of enrollment. Besides intake assessment, some of these functions would be to:

- identify and remedy learning deficiencies and disabilities;
- provide ongoing personal and family counseling;
- identify barriers to program completion;
- take referral actions for needed support services;
- assist in learning to learn and in applying new learnings;
- provide help in easing acculturation and assimilation processes;
- function as a centralized testing and certificating office.

Another effective practice is more informal and provides benefits related to reaching out beyond institutional boundaries. In this approach, program intake staff visit the farmworker community members after hours at home or in the labor camps, become acquainted with the residents and take a general inventory of interests and needs, both educational and supportive. *This practice may be effectively combined with the activities of outreach and recruiting*. Once enrollment takes place, the information is passed to instructors and counselors, and more formal assessments may be made. The latter may form the basis for beginning a "case management" process for each new student. Two major concerns about this practice focus on the need for exceptionally well-trained, bilingual staff; and the potential for the informality of the process, at least in its initial stage, to miss important information such as learning deficiencies.

How can outcomes be measured in a meaningful way?

This question examines how to assess educational needs and attainment in a manner which is both meaningful to the individual and not confined to providing data on minimal skill levels. As previously noted, the optimal learning context for adult migrant farmworkers is likely to be problem-solving centered and show immediately understandable outcomes. This would suggest a competency approach toward assessment; it seems to fit each criterion, and is a process individuals can understand, thus less frustrating.

The issues which arise concern defining and establishing priorities among competencies, being able to use the assessment approach to understand problem-solving methods, and attitudes toward learning and working. Competencies will be confining if they do not relate to the individual's world or are merely minimum competencies, not ones the individual values as outcomes. Again, the information has to be set within the cultural context of the learner to understand why the person is performing at X or Y level. Ideally, the assessment will go beyond the development of a base level score, and will shed light on contributory factors such as: self-concept as a learner, a particular deficit in carrying over numbers, and lack of appropriate attention to one part of a problem because another part is more culturally familiar.

What role do individual objectives play in assessment?

This question addresses whether it is appropriate to tailor measurement objectives to individual goals and interests. The dilemma is one of how much information should be collected; how broad a base of information is needed or desirable when learners state their occupational choices as, for example, cosmetician or construction worker?

Taggart (1984), Menges (1983), Gagne and others note the importance of anchoring instruction to where the individual is, and that instruction is likely to be more successful if it is perceived as functional by learners. This view, however, presumes that an individual is firmly attached to a given set of objectives or goals, which may not be the case. An adult migrant farmworker, with limited knowledge of alternative occupations and the skills and abilities required to perform them, is more likely to consider an objective or goal that is perceived to be within his or her capabilities. A forty-two year old farmworker who fails the GED with a score of 39, for example, believes she can only do farm work or janitorial work. Thus, her main purpose in enrolling in basic education classes is stated as parenting. How firmly is this individual attached to limiting her choice to parenting skills, despite the fact that she proclaims it publicly? And what sort of information about her skills and abilities is relevant?

Assessment is as much counseling and values clarification as it is collection of objective data. While individual goals and objectives may be provisional, a values orientation or clarification process can indicate how aware individuals are of alternatives, and how firmly attached they are to nominal goals. Recognition of current skills and abilities, self-concept as a learner, and the ability to learn new skills may be as important to the farmworker population as compiling basic information on their ability to read, write and compute. The onus is placed squarely on the organization to provide counseling for individual career and life development. Basic information on current levels of reading and math ability are then appropriate for reflecting an individual's current capabilities and for projecting directions in which to proceed with instruction.

Assessment may be viewed as a concomitant part of the learning process and not necessarily as precursory. Initial placement in classes (since the number of classes is likely to be limited) is less troublesome than understanding what the individual already knows about a topic under study. Initial placement in classes can be accomplished with a minimum of assessment information if sufficient discussion and counseling is available. An individual's objectives suggest class or learning topic appropriateness; an individualized approach within a class (a contract, for example) can interrelate counselor, job developer and instructor information with students' interests to indicate assessment information needed and how the information is to be used. The result of such an individually based assessment approach is a portfolio describing the individual in terms of skills, goals and implications for successful learning strategies. The function of the contract is to promote clarification of the nature of the instructional goals and processes between teacher and learner.

Assessment is *formative* in that it provides a forum for exploration of options and information on specific needs requiring attention. Its aim is to show learners what they need to do to reach clearly identified objectives. Later in the process it also serves to identify and measure changes, and their importance and meaning for learner and teacher. This role, in particular, is important for many adult migrant farmworkers, who must build capabilities at the same time as self-esteem.

Differences in geographic regions and among farmworkers; for example, single versus family workers, are important. Family workers may live in migrant camps and stay there for longer periods of time. Single and unaccompanied workers may live in a variety of informal settings and remain in one place for shorter periods. The frame of reference, however, for both family and single workers, tends to be the subgroup with whom they work and live. In many cases, the same subgroups of farmworkers return to work on the same farms each year, and travel with members of their extended families. (Kissam and Griffith, 1990). These conditions yield special implications bearing on assessment:

- The types of skills which are assessed affects perceptions of ability levels.
- The type of assessment utilized (written or oral; hypothetical or practical) affects skill level estimates.
- Information provided to learners about the assessment, and feedback about its results and meaning, is likely to affect skill level estimates.
- The points at which assessment is conducted are likely to affect skill level estimates.

Measurement objectives need to account for the characteristics of the population as well as individual objectives. Migrant farmworkers bring with them a pattern of migration which affects their participation in educational settings. Assessment for them takes on a special burden: it should facilitate their involvement in the educational process and not serve solely to provide documentation.

What are acceptable standards of performance?

This is a question applying to both formative and summative evaluation. In a formative context, it is stated as: if one completes a math module with 75% correct, is that sufficient or should it be 90% or 100%? How does the issue of transferability to other contexts come into play? In a summative context, the question becomes: *How much of a gain represents significant learning?*

With respect to individual ongoing performance (the formative context) the issues involved are the related ones of validity of the measurement device and the reasons underlying scores' departure from 100%. The benchmark for performance is essentially the ability to use the skill reliably and appropriately in different contexts. An individual who needs to understand how to get from point A to point B would no doubt wish to be able to do this efficiently 100% of the time. Reasons for not doing so might stem from:

- insufficient skills, (e.g. not having sufficient language acquisition to ask or understand directions);
- adequacy of learner's attention to the task or task elements, (e.g. misunderstanding the importance of a direction to turn off an exit ramp);
- inability to make use of a known skill, (e.g. how to develop a sufficient orientation to new areas prior to taking a trip in order to understand the reference points people are likely to mention);
- insufficient and/or inappropriate information or material, (e.g. a sufficiently detailed map; knowledge that the same town may be in different counties);
- not remembering skills;
- lack of practice in relating the skill to a different context, (e.g. traveling on the road as opposed to tracking on a map).

To some extent, an appropriate level of performance has to do with the reasons underlying the errors, the conditions under which mistakes are likely to occur, and the level of tolerance for mistakes. Many of the underlying reasons listed above indicate particular learning deficits: some of these are language acquisition issues; some are related to the assimilation of foreign-born persons into the U.S.; others to problem-solving approaches, which may need to be adjusted for travel in the U.S. on fast-moving freeways with few towns available at which to ask directions. The benchmark set for assessment should take into account the reasons underlying failure, and should imply some real world (or simulated) test of learned skills.

In the summative context, a benchmark for learning generally has been assumed to be one grade level in a subject for each 100 related instructional hours (Taggart, March 1984). This is for the median performance of the class as a whole as well as for any individual within it. This benchmark is troublesome, however, for at least two reasons. First, because grade level is not necessarily related to ability to use the skill in a real-life context. Secondly, because an adult may possess some of the skills associated with grade level, though not all, and this is likely to lead to either under- or overstating learning gains.

This is where individual objectives come into play. Complex though it may seem, in a summative context, the comparison of benchmarks between entry and exit is a comparison of a profile of an individual at both times. Thinking of the profile as a portfolio, its minimum contents would be skills, competencies, interests and attitudes. Language and basic skills test scores may be part of the portfolio, as well. They suggest gains, but do not take into account the individual's ability to use skills outside the test context, nor the ability to make lifestyle adjustments.

How much emphasis should be placed on training program staff to assess consistently and effectively?

While the subject of staff training is considered frequently in various contexts, it assumes primary importance when discussing the administration and interpretation of test scores. Even criterion-based performance tests are known to recognize different levels of response as "competent," (for what appears to be the "same" skill), depending on the assessor and the particular objectives of the program. Given these testing inconsistencies, the limited staff time available, and the shortage or frequent turnover of staff themselves, the question becomes: how much effort should be made to train program staff to conduct assessment?

As previously noted, the reliability of test scores is partially dependent on the testing techniques used. To obtain maximum results, directions should be explained in language which the learner understands; a comfortable assessment environment should be created; and an explanation of the nature and utility of the assessment should be provided to promote understanding by the learner. For these, and other reasons, psychometricians and evaluators enthusiastically support the training of test administrators. The question of training program staff, however, is complicated by constraints on both staff time and resources; it is complicated further by the difficulty in acquiring and retaining good instructional staff for adult migrant education programs.

An answer to the question is to examine carefully the role assessment plays in instruction. If the premises proposed earlier are accepted, to wit:

- assessment is a part of and not a precursor of instruction; and
- instruction and assessment are both structured to entail extensive one-on-one counseling; then
- training staff in administering and interpreting assessment is primarily counseling.

Training in counseling, identification of problems experienced in assimilating into other cultures, identification of learning issues and how to address them, and identification of barriers to program participation and how to address them, are all central to learners' successes. *How to administer a specific test reliably is important; when and why it should be administered, and what it tells you beyond what you observe as an instructor, are equally important.*

Time specifically dedicated to staff development and problem solving is rare in adult, as well as other, educational contexts (Intili 1977; Cohen, Intili and others,1983). However, it is likely to make an important contribution to achieving effective program outcomes. It can serve to re-focus the instructor's attention on the learner's unmet needs, and on the implications of instruction on the learner's performance outside the classroom context.

What is to be done with all the information?

Student assessment and program evaluation generate a great deal of information; each piece helps to create a more complete picture of an individual and of a program. A primary rule-of-thumb for data collection is: *If you are not going to use it, do not collect it.* It wastes valuable time and energy, and does not benefit either the student or the program unless effectively applied. What does this mean?

Many adult migrant farmworkers leave a program before achieving their goals; they may, however, return to the program in subsequent months or years. An effective program can facilitate this prospect by adopting the following practices:

- **Keep ongoing records of the individual's attainments, strengths and needs.**

This procedure is aided by the use of a computerized database, but it can also be accomplished with a manual filing system. Such recordkeeping is beneficial for the following reasons: the student's learning program can be activated immediately upon re-entry; it promotes a positive relationship with the student by demonstrating an interest in and concern for his or her history and achievements; it documents the student's evolving insights on growth, orientation and goals, approaches to problem solving, and patterns of skill development which may assist in instruction. These factors were all considered extremely important to the program staff conferred with during the site visits undertaken by this Project.

- **Interpret the information collected and provide direct feedback about it.**

Assessment is a potential wedge in assisting farmworkers to explore further educational, personal enhancement, or career training programs. It represents a considerable expenditure of time and energy on the part of both the assessor and the student and, to be most effective, should culminate in direct, positive, constructive and timely feedback.

In assessing, care should be taken to avoid fostering a sense of failure on the part of the student or complacency on the part of program staff. Self-esteem is no less important to adult migrant farmworkers than it is to other people. Many are school dropouts, or have had unsatisfactory educational experiences. They are unsure of their ability to progress in an educational program; and frequently feel too old, or trapped in their way of life, to undertake previously unrewarding challenges. A useful way to facilitate the educational process is to express confidence in the student's ability to learn by building upon previously acquired skills; to reaffirm how these skills have been useful in the past; and to recognize and commend the progress he or she has made in meeting previous goals and in setting new ones.

- **Use individual data as a starting point for program assessment.**

Information gathered through the assessment process about an individual's performance and participation in any given program provides an important basis for refining programs, and the recruiting efforts which are a significant component of them. The data often illuminate unmet needs which present a barrier to the student's participation; it may also reveal that specific staff support services are needed in order to address particular problems or concerns; for example, help in reducing stress due to assimilation, in determining career skills needs, or in integrating language and math skills into functional competency arenas.

While it is not prudent to apply assumptions gleaned from an individual assessment profile to an entire group of potential or actual program participants, the data does provide a valuable starting point for discerning patterns in the target population and, therefore, a basis for determining allocation of both human and financial resources.

WHAT ASSESSMENT APPROACH MIGHT A PROGRAM USE?

Strengths and Weaknesses of Alternative Approaches to Assessment.

While many adult migrant farmworkers undoubtedly learn fast, they probably come to the educational setting with little understanding of test-taking skills and little familiarity working with abstract or hypothetical situations. The issue we address here is the dual one of choosing assessment techniques most appropriate for this population and which will appear valid to the participants, thereby helping to motivate them to perform well and think positively of the experience.(King, 1982).

Based on a description of the educational needs of the farmworker population, the following are of primary importance, in terms of competency or skill rather than grade level (Taggart, 1984):

- Selected measurement techniques are problem-centered.
- Items are framed in concrete rather than hypothetical terms.
- Procedures for participating in the assessment are straightforward and unambiguous.
- The information obtained is relevant and purposeful.

Even in cases where administering a written test is warranted, for many migrant farmworkers, the level of English proficiency will be an obstacle to test-taking ability. Selection of assessment tools using criteria specifically aimed at facilitating performance by those who are limited in English proficiency is very important. Examples of these criteria are (Menges, 1983; Rezabek, 1983):

- Uses graphics and illustrations as well as text modes to present a concept;
- Provides clear spatial arrangements of text and drawings;
- Has simple descriptions of the steps entailed in basic operations;
- Provides realistic and concrete examples;
- Employs active voice and simple sentence structures;
- Uses standard vocabulary;
- If establishing relationships among concepts is important to the assessment, then it employs concrete representation of those relationships;
- Uses content which is culturally sensitive and linguistically responsive to the learner.

No less important as considerations in deciding what assessment instrument to use are the level of content, length of time to administer, and utility of the results.

The best way to address the question of which instrument to choose, however, is in terms of the purpose of the assessment, placement, progress, documentation of outcomes, and analysis of institutional contribution to outcomes.

In the following discussion, we indicate criteria for each of these purposes, and identify strengths and weaknesses of each. *The three main types of assessment processes are criterion-referenced, normed tests and competency-based approaches.* We have included informal measures as well, since a majority of assessments of migrant farmworkers ends as informal discussions (counseling) or through curriculum-based measures.

Criterion-referenced tests refer to performance assessment judged on the basis of a predetermined benchmark for acceptability or utility. While criterion-referenced tests generally appear attractive for this population, since they are often problem-oriented; another type of tests, normed tests, may be useful in order to refine benchmarks of skill mastery, and to document overall and specific user performance (Taggart, 1984). *Normed tests* refer to performance judged in relation to how other individuals perform on similar items. *Competency-based tests* refer to performance judged on the basis of ability to perform fundamental life or vocational tasks. Assessment includes both mastery and functional competency concerns and, depending on the objective of the individual, minimal skills in a certain area may not be sufficient, so all three types of tests (and informal assessment, as well) may be relevant.

A number of references exist describing individual assessment tools for use with adults in basic skills education. In addition to the *Measurement Yearbooks*, Sticht (1990) reviews and comments on a variety of formal and informal evaluation tools. The Texas Education Agency (1989) also reviews and comments on assessment tools, in a more abbreviated form, for adults limited in English proficiency. Both of these review standardized testing tools and comment on their strengths and weaknesses.

Institutional assessment tools also exist. The Division of Adult Education, U.S. Department of Education, has published a digest of methods used in evaluating adult education. This was prompted by a recommendation from the General Accounting Office (GAO) to the U.S. Congress in 1975, which urged that evaluation of benefits be part of adult education projects. Their study indicates that evaluation was primarily based on attitudinal changes and instructor judgments, or curriculum-based measures indicating competency. The publication suggests use of an institutional self-assessment instrument focusing on the way courses of study are selected and on staff development process.

Kentucky's State Department of Education, in conjunction with Morehead State University, developed a state-wide institutional self-assessment tool focusing on instructional content. Kentucky sets a number of generally applicable standards (such as provision of appropriate materials, audio-visual aids, and instructional content to students at different levels of literacy) and provides a format for institutions to assess achievement of standards. The California State Department of Education, CASAS, and San Francisco State University collaborated to provide a similar institutional inventory for adult basic education and Amnesty Education program classes.

New York's State Department of Education prepared a *Source Book for Evaluating Special Projects in Adult and Continuing Education*. This comprehensive document summarizes scheduling and administrative procedures, necessary program staff training, factors influencing program effects, provides sample forms for obtaining information from program participants and for use in evaluating staff development workshops.

No specific instrument is recommended, as none has been developed with adult migrant farmworkers in mind, nor normed for the population, and each possesses strengths and weaknesses for use with them. Moreover, adult migrant farmworkers are not a homogeneous group. There is a range of variation among them that should be taken into account when selecting the assessment approach. Most sites that were visited seem to incorporate migrant farmworkers into classes with other participants and use the same assessment tools (usually the *Test of Adult Basic Education* (TABE), *Adult Basic Literacy Education* (ABLE) or *Comprehensive Adult Student Assessment System* (CASAS) with all students. Under these conditions, educators need to understand how to gauge the strengths and weaknesses of different approaches for assessing migrant farmworkers. See **Description of Selected Tests** at the end of this Section for a review of the most commonly used assessment instruments.

SUMMARY

The issue of impact is especially difficult to assess in the adult migrant farmworker community. They may not remain enrolled in a program for enough time to make traditional measurement tools valid, and they may leave before standardized measurement tools can be applied. The difficulty in using traditional impact assessment tools is compounded by the following factors: few tools are geared to adult learners who are functioning at very low levels of literacy, who work in atypical occupations and who live in unusual circumstances.

The approach taken in this report is to emphasize learning as life-based and not program-based. One course of study is a wedge that opens a door to life-long learning potential, and any measurement tools have to support a *portfolio* approach to assessment. The rationale for recommending the *portfolio* approach to assessment is based on the individual nature of learning for adult migrant farmworkers. In essence, the controlled documentation of a series of comprehensive interviews that build a record of needs, attainments, crosswalking skills and competencies. *The point of the record is to provide both learner and instructional personnel with an instructional anchor, to give direction to the learning process, and to illustrate the relationship of learning to progress in achieving life goals.*

The two program sites visited that offered individual learning plans used the portfolio approach with their clients. At some sites, this approach was used in individual classes, in a particular ESL class, for example, or in partial form as an output from computer-based instruction, but only for basic skills. Most program sites used the TABE and curriculum based measures as indicators of gained basic education skills, and the CASAS Listening, ESLOA tests and curriculum based measures as indicators of gained language proficiency. In some instances, migrant farmworkers were available to be tested, but had moved on before learning the results; in other instances, these learners were not available to take the tests.

Only the two sites offering individual learning plans performed student follow-up. One of these sites (CET in California) has a long-established alumni organization, which informs previous participants of learning opportunities, individual success stories, and new applications for learned skills. Learners generally went through this program once, however, and so building on skills was not an issue. In the other site (The Migrant Center at BOCES-Geneseo, New York) portfolios were developed for at least some of the learners (those served on-site at the labor camps), and retained as a basis for programs in future years. Means for farmworkers to stay in contact with the program at no cost to individuals were developed (a toll-free telephone service) and newsletters were distributed. At this site, portfolios included progress in learning skills, comments on particular learning issues, and identified support needs and how they were addressed (essentially, a case file approach).

Separating Language Proficiency From Skill Development

Most sites visited did not integrate ESL and basic skill instruction. The two competency-based programs (the Migrant Center at BOCES-Geneseo, New York, and the Center for Employment Training in California) did integrate them. Advantages to the learner of the integrated programming were evident in the way students proceeded to accomplish their personal educational and vocational goals concurrently, and the way in which learning deficiencies were addressed in a holistic approach. A disadvantage was that a general plan for achieving at least minimum overall proficiency with language and in basic skills at the same time was not articulated and tended to become lost. Only those skills immediately relevant to the competency in focus tended to be addressed.

Sites which separated improving language proficiency from basic educational skills did have models for minimum academic competency standards in ESL and basic skills, but often these competencies did not relate to each other; that is the competencies in ESL were developed as one strand and competencies in ABE in another, and they were not integrated. In this situation, learners emerged with some academic skills and some language skills, but the ability to apply academic skills to their lives outside the learning environment may have been diminished.

Only one site, the Gettysburg, Pennsylvania High School Education program, systematically offered basic skills in *language of preference*, and taught English as a Second Language (ESL) separately. The rationale behind these offerings was student driven. Their clientele was predominantly adult migrant farmworkers; the season they attended was short and interrupted, and there was no time to sequence instructional strands.

Student Assessment

Assessment presents the dual challenge of facilitating individual learning and distilling lessons from it about effective program design.

Assessment is a central element of an instructional program. It enables placement within an appropriate instructional program; it is a vehicle for identification of strengths and weaknesses of the instructional program, it serves to suggest ways to address learner needs in the program; and by documenting competencies attained, it identifies implications for further education or training to achieve personal and educational goals. It entails the following activities:

- Getting to know the individual (goals and interests, potential barriers to learning, support for participation in learning activities outside the learning context);
- Using the information obtained to craft a learning program which is meaningful to the individual and in which the individual can experience success (placement in, or design of, a learning program);
- Monitoring problems and successes in the learning, and assisting the individual learners to see the progress in skills and knowledge gained in ways that serve them well;
- Identifying patterns of strengths and weaknesses as learners progress through the program to determine how to improve design and delivery of services to this population of adults (program evaluation).

Two central themes in these activities are (1) designing the assessment to take individuals into account and, (2) the integration of educational counseling assessment and instructional functions. Assessment serves to document attainment, and for adult migrant farmworkers it plays the particularly important role of illustrating, in meaningful terms to the farmworker, the progress achieved and its implications for the future.

Since adult migrant farmworkers often bring with them to the educational context low English language proficiency and few years of formal schooling, an individualized approach both to assessment and the delivery of educational services is recommended, with the content centered on their life concerns, work, health, children, community and other personal and family issues. The aim is to facilitate learning and best illustrate attained skills through the ability to apply them quickly and directly in real life.

Individualized assessment warrants different approaches to assessment. Decisions about its comprehensiveness (i.e. length of required time for assessment), the form it takes (oral or written) and how formal it is (individual or large group) should be decided based on understanding of the individuals participating, their goals for learning, and their previous experiences. For example, individuals who want to learn to read better to assist their children do not need the comprehensive assessment a GED candidate would need. Farmworkers may not be familiar with standard test-taking processes and, moreover, may not see how tests can help them attain their more immediate goals. Instruments to measure farmworker educational progress should relate to learners' goals and the contexts in which they function on a daily basis.

Key elements of an effective learner assessment system, useful for the adult migrant farmworker, include the following:

- Conduct oral interviews to determine learners objectives, (e.g. What do they want to learn?; What do they want to do with it?; How will they know they have made progress toward this end?
- Determine implications from stated learners' objectives for design of an appropriate assessment approach.

  Identify indicators of attainment for the general learning goal as well as for sub-levels of attainment, both life skill and academic competencies.

  Identify skill components relevant to the attainment of the goal, e.g. communication (listening/pronunciation, and communication of ideas and opinions), cultural expectations, other basic skills (reading, mathematics, writing), and contexts in which application of the skills would be relevant.

  Determine standards for success, both within the program and for completing the program.

  Determine appropriate methods for assessing progress, (e.g. instructor's judgment, student's judgment, curriculum-based measures, other formal assessment instruments, or performance-based indicators of competency).
- Select assessment instruments appropriate for the learner in this context, for the purposes of diagnosis and placement, monitoring of progress, and identifying program outcomes, taking into account:

  Burden placed by the instrument (e.g. length of test, need for specific test-taking and test-administering skills, validity of results for this population within the given administration context);

Mode (oral, written, performance, instructor observation, combination of the foregoing) appropriate to learner's style and goals;

Style and language of test (formal or informal style; appropriate type of English and/or Spanish) taking into account the educational experiences and orientation of the learner;

Content concerns (oriented for adults; problem-solving centered; culturally relevant to the population; integrating within a context of concern to this population vocabulary, syntax, oral and written communication, and mathematics skills; and including skill applications).

- Undertake diagnosis and placement, and progress monitoring activities, building in:

A portfolio development approach, i.e. an approach which documents (literally in a portfolio or file) skill and competency attainments of an individual through program-relevant measures appropriate to the individual's goals. A summary of the skills attained and still targeted for attainment should be included in the portfolio.

Dialogue between instructor and learner, providing feedback about the meaning of the activities undertaken to obtain desired outcomes, and their utility outside of the immediate learning context. Dialogue should be regularly scheduled so that the instructor is sure to meet individually with participating students several times over the course of the program.

Impact Assessment

Assessment of program impact poses the questions Did "I" get what I wanted from participating in the program? If not, why not? If yes, could it be improved? "I," in this case, has multiple referents: the student, the instructor, and the institution as a whole.

Successful educational interventions for adult migrant farmworkers assume a variety of designs. Central elements of these programs include:

- Learning which is context- or problem-centered,
- Outcomes from learning which can be applied immediately in the learner's world,
- Instructional schedule, content and approach which are individualized, and
- An instructional approach which focuses on communication and problem-solving issues.

For the instructor, program evaluation helps identify preparation and staff support needed to implement the program, as well as effective program designs and implementation techniques. For administrators of programs, evaluation addresses issues of efficiency as well as effectiveness; in other words, how resources can be organized to provide the best support for the learner and the instructor.

Precisely how a given program design will function for a population of adult migrant farmworkers within a given institutional context cannot be clearly predicted. Program evaluation activities are critically important to help focus on how the organization is implementing its mission and how the process may be enhanced. Central themes in assessment of program delivery are:

- Program goals are being achieved through program operations, as designed;
- Designed implementation is actually facilitating the learning process, as intended;
- Achieved outcomes are positive and measurable;
- Resources can be reallocated to strengthen program delivery.

Assessment of program effectiveness compares the broad range of skills, goals and interests a person brings to the learning situation with what he and she take with them when they leave. It also examines ways in which the organization and the program contributed to those outcomes. *A program is more effective when it has a positive impact on individuals in a range of areas and/or in intense ways, and impacts a large proportion of the participants in the program.*

An effective program includes the following key activities:

- **Identification of program goals and implications for:**

    targeted learners

    instructor qualifications and needed support

    learner support and delivery of that support

    assessment of learner academic needs

    performance standards and monitoring of progress

    performance outcomes

- **Examination of the operation of the organization, regarding:**

    Learners as a group and how they were treated

    Were appropriate personnel providing instruction; and were their support needs provided?

    When learners needed specific assistance, was it clear how to obtain it or facilitate obtaining it?

    Was the learner-instructor ratio adequate to facilitate learning?

    Clarity of program and organization goals

    Did the organization's instructional and administrative personnel understand their mission and objectives, and know the standards of performance required to facilitate succeeding with that mission?

    Did learners understand the objectives of the program, and expectations for their performance?

    Assessing learner needs

    Was the learning program appropriate for participants?

    Was there adequate assessment of the learner's academic and support needs?

    Did program outcomes meet approved performance standards?

- **Examination of the implementation of the educational program, regarding:**

  Assessment and its relation to instructional processes

  Was there an early appraisal of learner needs, interests, goals, and entering skill levels?

  Was the information from the appraisal discussed with the learner and the instructor (if not previously involved) in a useful and timely manner; and did it serve as a basis for the development of individual teaching-learning plans?

  Is instruction individualized, so that individuals can clearly see how educational activities will be useful for them?

  Delivery of instructional services

  Were the curricula and related activities specified in the individual's learning plan adequately delivered?

  Did learners understand and agree that the curricula and activities they were participating in related to the accomplishment of their goals?

  Did instructional personnel use a variety of ways for determining learners' understanding, and did activities which monitored learners' progress clarify the application of skills to students' lives and goals?

  Did instructional personnel adjust lesson content or methodology to accommodate learners' different styles, interests, preferences, and levels of progress?

  Were instructional personnel adequately prepared to work with learners to accomplish their goals, using a variety of strategies and techniques?

  Did instructional personnel appropriately encourage and facilitate learners' taking initiative in participation in classroom activities, setting their own pace, and taking charge of their own educational program?

  Was there sufficient integration between the focus on English language skills, other basic educational skills, and life and occupational skills?

  Were the materials used appropriate for the program's participants?

  Outcomes and recordkeeping

  Did outcomes from the program meet the criteria for adequate performance; and did learners recognize the progress they made?

  Does the recordkeeping system allow for returning students to continue where they left off, with a minimum of processing?

  Does the teaching institution encourage discussion and resolution of particular problems by working *with* learners and delivering services?

  Does the recordkeeping system facilitate follow-up of learners and identification of longer term learning opportunities?

- **Discussion of the results of analyses and proposals for change, giving particular attention to the strengths and weaknesses of proposed changes and the likely impacts on program and individual learner success.**
- **Implementation of proposals for change, with benchmarks set for determining whether changes are successful.**

Learner Follow-up

Learner follow-up is an important element in the assessment process, because it allows a better understanding of the implications of the program's efforts on a learner, after the immediate, formal teaching process is over.

Follow-up activities aim to reinforce learning support available in the participant's living and working environments. Dissemination of information about available, continuing learning opportunities and establishing longer-term contact between the former client and the institution are important aspects of follow-up activities.

Activities that are central to effective follow-up are:

- Developing means for keeping in touch with learners after they leave the program. Establishing an alumni group of learners who have participated in programs and classes is one way. Another way is to find out from returning learners, what they have done over the intervening period, and how they have used the gained knowledge and skills, writing a story up about them, and, if the learner agrees, circulating it among current and alumni learners.
- Developing means whereby learners can, with low cost to them and little effort, learn about educational opportunities your organization and others offer; a means whereby they can keep in touch with you. Newsletters and toll-free phone lines are mechanisms that appear to work well.
- Obtaining systematic information (as part of assessment) about likely migration schedules, locations where they travel to and where they come from, and a description of the educational programs in which they have participated. This will be useful for identifying relevant educational opportunities and programs.
- Conducting exit interviews with a good sampling of clients who have discontinued attendance.

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DESCRIPTION OF SELECTED TESTS

Tests of Language Proficiency

Basic English Skills Test (BEST)

Publisher: Center for Applied Linguistics

Time: oral interview takes approximately 10-20 minutes

Designed for low language proficient non-native English speakers. The test has two sections: oral proficiency and literacy. Oral proficiency is tested using an interview approach which assesses pronunciation, comprehension, communication, and fluency. Scoring is performance-based. A few reading and writing items are included. Literacy test section focuses on reading and writing skills in more depth.

Comprehensive Adult Student Assessment System Listening Test (CASAS)

Publisher: California Department of Education

Time: can be administered individually or to groups

Listening test is used to assess passive or receptive comprehension for placement in ESL classes; does not assess the speaking of English or interactive comprehension of oral English.

English as a Second Language Oral Assessment (ESLOA)

Publisher: Literacy Volunteers of America

Time: individually administered, approximately 10-15 minutes

Measures non-native English speakers' proficiency in following directions and using specific English patterns and basic vocabulary.

HELP

Publisher: Alemany Press

Time: individually based

Targeted for students with very basic level English skills to identify literacy and oral levels and to facilitate placement. Scoring is based on ability to communicate rather than on grammatical structuring.

New York State Placement Test (NYSPLAC)

Publisher: New York State Department of Education

Time: 15-20 minutes

Targeted for students with very low basic level English skills to identify oral and communication proficiency in order to facilitate placement.

Tests of Basic Educational Skills

Adult Basic Learning Examination (ABLE)

Publisher: The Psychological Corporation

Time: unknown

Oriented to skills taught in grades 1-12. Two equivalent forms allow pre- and post-testing. A locator test is available to match the learners' skill levels to the appropriate test level.

Comprehensive Adult Student Assessment System (CASAS)

Publisher: California Department of Education

Time: depends on the test

The reading test and math tests are used to assess a learner's ability to apply basic skills to life problems. Performance is criterion-based. Multiple forms with score ranges correlated to SPL I-VII. Also appropriate for adults with disabilities.

Test of Adult Basic Education (TABE)

Publisher: CTB/McGraw Hill

Time: 4-5 hours

Oriented to skills taught in grades 4-12. A locator test is available for matching learner skill levels to test levels. Students with skills below grade 4 will find the test difficult.

Wide Range Achievement Test (WRAT)

Publisher: Jastak Associates, Inc.

Time: 5 minutes; administered individually or to groups

Scored by hand; takes less than 5 minutes and yields percentile and standard scores; useful for diagnosing learning difficulties with mathematics

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REVIEW OF THE LITERATURE

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REVIEW OF THE LITERATURE

A review of selected literature, the issues, and the condition of the "state of the art," prepared as background for the planning and provision of educational and vocational services to meet the needs of the adult migrant farmworker community.

PERSPECTIVES ON LITERACY

At the crux of the Adult Education mission is the definition of literacy. Traditionally, the narrow sense of the term literacy has denoted the ability to perform a specific set of tasks in reading and writing. Contemporary definitions, however, recognize that, in varying degrees, literacy is defined by the linguistic demands placed on individuals by the society. Within this current definitional context, literacy is virtually synonymous with basic educational skills. Educators such as Paulo Freire and Jonathan Kozol put forward powerful arguments that stress the role of literacy in relation to personal empowerment and successful civic participation in an information-based society.

Definitions of Literacy

Defining literacy is important because a definition implicitly serves as a guideline for setting educational objectives. An acceptable definition of literacy identifies what is considered important, and what is considered feasible and justifiable as a social and economic investment; that is, in "universal literacy."

A variety of definitions of literacy is used to describe an individual's ability to function in this society (U.S. Department of Education: *Adult Illiteracy in the U.S.A: A Little or A Lot?*). These range in comprehensiveness from gross measures of skills such as grade level completion, through self-reports of ability to read and write, to definitions such as those used by the University of Texas in their National Adult Performance Level (APL) study in the mid-seventies. The APL study referred to the ability to "apply skills to several major knowledge areas which are important to adult success"; for examples, communication skills: reading, writing, using reference sources, speaking, and listening; computational skills: problem solving and interpersonal relations skills; and the ability to engage in standard consumer transactions.

"Using printed and written information in society to achieve one's goals and to develop one's knowledge and potential" is the contemporary definition of literacy recognized by the Division of Adult Education and Literacy of the U.S. Department of Education. The literacy needs of the migrant farmworker population would be well served if more adult education programs applied this definition as a standard for their Adult Basic Education (ABE) offerings. To help adult farmworkers, however, the emphasis would have to be on the achievement of *their* goals and the development of *their* knowledge and potential.

Measures of Literacy

Recent comparisons of grade level attainment in relation to actual social and employment-related required competencies suggest that grade-level measures provide only a very rough measure of actual competency. Self-reported competencies are even more inadequate measures of actual competencies required to function successfully in the society. More discrete and discriminating measures of literacy are required to capture the diversity of demand placed on adults in contemporary society.

For many years, the National Assessment of Educational Progress (NAEP), has applied a measure which included complexity of the task performed as a variable that distinguishes ability to function effectively. Since actual ability to function in society requires not only specific skills but the fundamental background information that provides context for those skills, a definition such as the NAEP one, based on a set of contextualized processes or practices is needed as a basis for a definition of literacy in the Adult Education setting. Essentially, a definition of literacy which puts forth a "rich" menu of information-processing skills as the benchmark for literacy can provide a better basis for curriculum development and implementation than a more austere menu, where key aspects of literacy may be overlooked.

A measure of literacy which is in wide use in California's programs is the Comprehensive Adult Student Assessment System (CASAS) framework, in which a score of 225 (considered to be equivalent to a grade level of 8.9 years) is viewed as a measure of minimum functional literacy. This definition is interesting in that it is based on the proposition that competency levels indicating literacy be linked to the minimum skills required to participate successfully in continuing learning via General Education Development (GED) or employment training programs. A similar program-related definition of "basic skills" is proposed by the Job Training Partnership Act (JTPA) Advisory Committee (1989) with reading and computing "below the eighth grade level" as indicative of a deficiency.

For the purposes of providing effective Adult Education services to migrant farmworkers, the APL-type definition, stressing application of knowledge, takes on special significance. This is primarily because, at a very basic level, skills needed to obtain and retain employment, or to function successfully in social and economic transactions, are affected by cultural understanding as well as by attained educational level.

For groups of individuals who were not born or educated in the U.S., effective use of communication skills (reading, writing, listening and speaking) are heavily influenced by perceptions of contextual clues. Perceiving clues correctly affects decisions to participate in or undertake a task; that is, whether it is appropriate and useful to speak in a given situation, take the initiative, ask questions. It also affects performance once the decision to act has been made; that is, whether one has comprehended the essential elements of the task and the relations between them, whether one has attributed the appropriate level of importance to each of the elements. Thus for the large group of migrant farmworkers who are recent immigrants, basic skills improvement must include the essential component of acculturation.

Literacy and Employability

In recent years, due to the recognition that literacy was not simply an issue of individual educational qualifications, or an issue relating to social equity, but, also, an issue of importance in industrial policy, there has been a growing tendency to equate literacy with the ability to find employment (achieving the minimum reading, writing, and computation skills required to move into an entry level job in the local labor market). This sense of literacy, based on macroeconomic policy concerns, equates basic skills with the ability to fill the worker's role effectively. Competency in basic skills within the context of the quality of the national labor force is seen to have an impact on workers' abilities to perform basic job tasks, as well as on accident rates (insurance), employee errors (productivity) and the amount of job training needed (overhead cost) (Irwin, 1988).

However, while employment-related basic skills are an important component of an appropriate definition of general basic skills required by migrant farmworkers, they do not exhaust the meaning of literacy. The reasons seem to be that entry level skills will continue to increase, career survival in the 1990s will require multiple job and career changes, and because "survival" demands are requiring new sorts of skills (e.g. using an ATM card, a credit card, and reading account statements).

As a result of these socio-economic needs, the definition of "workplace literacy," as a mode of literacy somewhat narrower than "general literacy," shows a rich complex of skills that must be addressed by literacy programs. At a minimum, for entry into the work force, basic skills required for employment include (Ohio State, 1987):

Calculating

- adding, subtracting, multiplying and dividing numbers
- using a calculator; estimating areas or values; estimating rates

Communicating

- applying information learned through listening; speaking face-to-face coherently
- using the telephone well

Comprehending

- using listening skills to identify procedures to follow and demonstrate attentiveness

Problem solving

- drawing conclusions; applying information learned; taking appropriate initiative
- asking appropriate questions; identifying additional information needed

Reading

- following written instructions; discriminating visually among written words
- reading for facts and information; knowing the letters of the alphabet; copying texts accurately

Understanding

- completing job application process; reporting requirements appropriately and accurately

Writing

- writing legibly; writing dates and times correctly; signing forms properly

Still more recent discussions of workplace literacy, such as the report of the U.S. Department of Labor/American Society for Training and Development (DOL/ASTD), entitled, *Workplace Basics: The Skills Employers Want* (1989), stress the need for *meta-skills*: knowing how to learn, adaptability as demonstrated by creative thinking and problem solving, interpersonal skills in negotiation and teamwork, and the ability to take on leadership roles. These are a set of needs common throughout U.S. business and industry. The seven skill groups cited above, as well as in the U.S.DOL/ASTD report, provide an excellent framework for analyzing the contemporary basic skills required of the domestic labor force.

Basic skills demands or literacy demands, which we can expect migrant farmworkers to experience in the coming decade, are similar to the demands placed on the general population. Because of the inevitability of occupational disability and the absence of retirement benefits, older migrant farmworkers will continue to need assistance in transitioning to non-agricultural employment or more sedentary tasks in agriculture. Younger farmworkers will wish to compete in the non-agricultural labor market to different degrees based on their own personal and occupational aspirations. *At a practical level, the special workplace literacy needs of adult migrant farmworkers are tied to two somewhat distinct occupational movements: upward mobility in agriculture and transition from agriculture into non-agricultural entry-level work.*

Literacy and Automation

Skills needed to upgrade employment in the agricultural workplace are very similar to those needed for other industries. Basically, these skills are the ability to cope with work where automation is increasing and where more extensive information processing skills are required. Case studies of nine industries, conducted by the National Center for Research in Vocational Education (NCRVE) in 1987, indicated that advanced technology and worker-centered control processes were increasing the ratio of available high- to low-skilled jobs.

While none of the workplaces cited by the NCRVE was agricultural, automation issues are growing in importance in the agriculture industry, as well. In agricultural worksites, mechanization is impacting virtually all agricultural tasks: soil preparation, pruning and planting, irrigation, sorting, picking, as well as a variety of agricultural management tasks. State-of-the-art techniques in integrated pest management, for example, require very labor-intensive statistical protocols for surveying and recording of insect populations. Use of ultra-low volume spray equipment in pesticide application requires careful calibration, skills in computation, and the ability to follow complex instructions carefully. While there is significant regional variation (e.g. use of highly mechanized field packing equipment in crops such as lettuce and melons varies with local labor costs), even the peak migrant job task, harvesting, is often mechanized to some extent.

Expanding automation technology requires the individual to read, compute, write, comprehend, categorize, problem-solve, and communicate effectively. Agriculture-related industries, such as packing, processing and transportation, are becoming increasingly high-tech. A high level of reliable quality control becomes increasingly important in markets where profitability is now closely tied to grade of produce and the speed of delivery.

Literacy and Farm Management

The organization of the agricultural workplace is rapidly changing as the number of "family farms" continues to decrease and the producing acreage of agricultural conglomerates increases. As the current trend toward reliance on specialized or general agricultural service firms continues, the most rapidly growing demand will be for first-line supervisors for a wide variety of agricultural tasks. The basic skills required to perform these supervisory tasks (even at the "crew leader" level) are the ability to organize team work, provide leadership, and handle oral and written communications.

While the farm labor market is now "semi-segmented," with substantial barriers to the upward mobility of migrant farmworkers, the demand for supervisors is expected to create strong incentives for "upgraded" workers who have the following skills profile:

- Bilingual; perhaps multilingual
- Experienced in multiple aspects of farmwork
- Knowledge of operation and maintenance of farm equipment and machinery
- Communicate well with crews of workers and with agricultural employers
- Computational ability to follow relatively complicated crop management plans
- Writing skills to prepare simple reports on daily and weekly basis
- Provide leadership and low-level management skills

In competition with other sectors of the industrial world, domestic and foreign, which, historically, have required the lowest level of literacy, the agricultural industry anticipates facing a worker retraining crisis in the coming decade.

Literacy and Occupational Safety

The relation of literacy to safety in agriculture is also a matter of growing concern to employers and farmworkers. Currently, Workers' Compensation rates for agricultural workers are very high (10 to 13 percent) and continue to escalate rapidly. As agricultural operations become more aggregated, concern about safe operation will increase with organizational and technological sophistication regarding "experience modifications" to Workers' Compensation rates, which are currently driving substantial employer investments in workplace safety training.

Literacy and Enhanced Employability

Workplace literacy in agriculture is closely tied to the ability to obtain upgraded and higher paying work and to hold more stable, longer-term employment. Improved literacy levels affect farmworkers' opportunities to operate and maintain farm machinery and systems, which can facilitate obtaining year-round jobs or improving the type of seasonal work in which they engage. Lower competence in basic skills undermines their ability to evaluate workplace conditions and fringe benefits, such as health insurance, and it reduces their ability to communicate their needs and protect their rights. It also makes them increasingly vulnerable to consumer fraud and other potential workplace abuses.

Basic skills necessary for enhancement of employability may extend beyond those work-related skills indicated above. Additionally, NCRVE (1987) argues that the definition of literacy should be expanded to include science and reasoning as pre-technical skills necessary for workers in high-tech industries. Among its recommendations, NCRVE suggests that analysis of tasks should be performed and used as a basis for developing higher order literacy skills among employees.

The National Alliance of Business (NAB), as cited in *The Employment Training Reporter* (October 1989), believes basic skills development should go beyond basic literacy requirements and elevate its goals to attain employability enhancement. NAB's priority skills for enhancement of employability include the following:

- Listening and understanding clearly
- Giving effective feedback to help others
- Taking on new assignments
- Knowing how to request help and respond to similar requests
- Learning to get important points across
- Participating effectively in meetings
- Helping to resolve issues with others
- Keeping supervisors informed
- Team building

Expanded Definitions of Literacy

Programs for farmworkers in some areas are slowly beginning to incorporate richer concepts of literacy. A Florida Migrant Summer Institute stressed *social interaction* as a critical part of the learning process on-the-job, and an appropriate topic for training (Association of Farmworker Opportunity Programs Migrant Education Conference, Washington, DC, November 1989). Proteus, a JTPA-402 program in Iowa (Proteus) has developed a work-culture course for migrants who are refugees from Southeast Asia, in recognition of the culture-specific nature of everyday workplace social interactions.

These additions to the "literacy menu" do not affect the basic meaning of literacy as encompassing fundamental information-processing skills. The escalation in workplace literacy requirements reflects a pervasive and ongoing change in the nature of the workplace. While such changes are felt first in the high-technology sector and then ripple through manufacturing and services industries, they are also being felt in the most remote rural areas of the U.S. and in the "old" resource industries such as agriculture.

Migrant farmworkers, despite their ethnic, language, and individual differences, are linked in a workplace culture characterized by a strong reliance on extended kinship networks. *Workplace "acculturation" is an important element, therefore, of "workplace literacy"— the communication skills that provide the ability to function effectively in the formal mainstream work culture of the U.S.*

General literacy or "survival skills" needs, in virtually all interpretations, encompass skills in financial management, seeking, comparing, and securing services or goods, dealing with the legal and regulatory framework of society, career development (e.g. accessing training, making job choices, changing jobs), and skills in using references and resources.

For specific groups of learners, survival skills may include specific skills related to life roles or issues faced by their group (e.g. parenting for young adults, recognizing and responding to discrimination, fulfilling legal responsibilities).

Literacy and Citizenship

Numerous sources argue cogently that *empowerment* must be included in the "survival skills" curriculum. Learning how to participate effectively in civic affairs by becoming involved in the education of one's children, participating in local debate on community issues, choosing in an informed fashion between competing candidates for office, and seeking redress for inequities are basic civic responsibilities for any citizen in a democratic state. "Survival skills," in this sense, mean the knowledge and ability to achieve an equitable measure of the benefits of a democratic society. As expert testimony in recent census litigation indicates, the chances of being counted in the national census without a minimum level of literacy are poor.

Literacy and Farmworkers: A Summary

In summary, literacy objectives for an effective basic skills education program to serve the needs of adult migrant farmworkers must include the ability to process information to meet workplace demands, social and economic requirements, and participation in community affairs.

While the designation of one particular set of competencies, one competency level, or one grade level equivalent as objectives for an Adult Education program have significant policy implications, the evidence demonstrates that competency "benchmarks" for migrant farmworkers should be similar to those of the general population, despite some unique agricultural workplace demands.

Given the prevailing literacy competency levels in the adult farmworker population and the low level of participation in existing Adult Education programs, more attention to the development of *alternative* approaches should be made by administrators and teachers. Particular care will need to be given to negotiations with learners and individual goal-setting that accounts for personal priorities and interest, workplace and family demands, and other personal matters. Although local courses may emphasize one particular part of the overall "literacy menu," other important aspects of literacy should not be ignored. Careful, individualized needs assessment and negotiation with learners about shared learning objectives and sequencing of learning should help obviate many barriers to learning and increase retention rates.

SPECIFIC RESEARCH QUESTIONS

Six major research questions related to adult migrant farmworkers are at the core of the Adult Migrant Farmworker Education Project:

1. **What are the characteristics of the adult migrant farmworker population and what unique educational needs does this population have?**
2. **To what extent are Adult Education literacy programs being offered to adult migrant farmworkers?**
3. **What are effective instructional techniques and approaches for meeting the unique needs of migrant farmworkers?**
4. **What are the instructional and evaluative components of effective literacy programs for adult migrant farmworkers?**
5. **What are effective parental involvement practices in educational programs for migrant children?**
6. **What are effective curricula which can serve as models for the purposes of this project?**

In this review of the literature, information sources that appear most relevant to these questions were selected. The literature addressing these specific issues is sparse, especially with respect to the adult migrant farmworker population. While some educational programs addressing the subject of literacy have been in existence for over 100 years, programs and related materials addressing the unique educational needs of this specific adult population are relatively few.

The Project's research team employed oral interviews and searched the literature of seemingly related populations, such as immigrant groups, refugees, and other educationally and culturally disadvantaged groups, to seek program information that appeared most susceptible to transference, replication or modification in order to meet the educational and vocational needs of the adult migrant farmworker community.

Numerous English as a Second Language (ESL) programs exist, for example, and considerable literature about them is available. Some of the more pertinent citations are presented in the appended selected annotated references. Many publications in the literature of Adult Education emphasize the importance of recognizing the interests and needs of learners, but few of the ones reviewed indicate the strengths or weaknesses of curricula and educational activities for specific Limited English-Speaking (LES) populations requiring extensive literacy education. The current focus on the educational needs of adult migrant farmworkers is relatively new. Thus, the literature review conducted by the Project Team was organized to take advantage of diverse information sources, including:

- Adult Education Clearinghouse materials
- Association of Farmworker Programs, Inc., (AFOP) reports and contacts with program staff
- Directors of Adult Education in high density farmworker sending and receiving states, and those to whom they provided access
- Educational Information Resource Clearinghouse (ERIC) database
- Job Training Partnership Act, Title IV, Section 402 employment and training providers
- National agricultural employer groups
- National and State Adult Education and literacy materials networks (including National Council on Literacy; State-sponsored materials networks such as California's VOICE; local literacy councils such as New York's Business Council on Effective Literacy)
- National curriculum coordinating centers
- Recommendations of members of the Project's Technical Advisory Group
- Research reports prepared by or known to Project staff, and other publications recommended for review through contacts with colleagues experienced in adult education and migrant farmworker matters
- Sociological dissertation abstracts
- State Plans for Adult Education

FINDINGS

1. What are the characteristics of the adult migrant farmworker population and what unique educational needs does this population have?

The characteristics and educational needs of the adult migrant farmworker population have been discussed earlier. Nevertheless, an important question remains concerning the application and interpretation of demographic characteristics for educational programs aiming to serve this unique population.

Age, language mastery, educational level, length of residence in the U.S., and frequency of migration are among those variables which probably affect the way an individual farmworker participates in Adult Education programs (Hoffman, 1983). They also probably affect how individuals participate in the labor force. While these variables may affect men and women differently, overall, the importance of each lies in its impact on the ability of the individual to address and initiate steps toward long-range vocational involvement and career preparation.

Age

Age is a factor that may affect both values and behavior. Critical issues for the older worker are generally centered on how to survive (Hoffman, 1983, cites for women: purchasing groceries, obtaining help when needed, obtaining transportation if needed). For younger workers, career and life issues, more long-term concerns, take center stage beyond survival. Of those farmworkers who participated in vocational training programs (AFOP, 1988), the majority had no dependents (60 percent); and about 20 percent had more than 3 dependents. Family status may constrain one's ability to participate in educational and training programs; conversely, it offers a source of motivation for participating in such programs.

Language Mastery

Language mastery is a critical issue in terms of English and native language mastery. While a small percentage of migrant and seasonal farmworkers are U.S. born, even these work and live in a subculture where English is not the primary language. In the AFOP 1988 study of migrant farmworkers, about 15 percent of those born in the U.S. indicated that their low English proficiency was an impediment in their work. None was a Special Agricultural Worker (SAW), since the AFOP data stems from Program Years 1985 and 1986 on JTPA-eligible farmworkers. In 1989-1990, however, a survey would likely find that the average level of fluency in English has decreased, as increasing numbers of foreign-born migrant farmworkers were legalized under the Immigration Reform and Control Act (IRCA) of 1986.

Language mastery is a more prevalent problem for farmworkers who are not U.S born. For these individuals the problem is magnified, since many are not literate in their native tongue. Illiteracy in the primary language compounds the difficulty of learning English as a Second Language (ESL) since it is often taught with considerable reliance on written materials. It also reduces interest in learning to communicate well in English, rather than settle for a minimum survival level. (Hoffman, 1983). Teaching ESL initially with aural-oral methodologies rather than with printed materials may relieve some of the difficulties attending dual illiteracy.

Level of Education

With farmwork serving as the entry occupation for a variety of individuals emigrating to the U.S., the range in educational level is likely to be fairly large. The norm is one to two years of schooling for rural *campesinos* (persons who live in rural areas and do only farmwork) and from six to seven years of schooling for urban emigrants who have ended up in farmwork. For emigrants from Mexico, work experience may reflect their basic skills competencies more accurately than their educational histories.

Immigrant women, particularly from rural areas, may have low skills competencies since many begin working in a formal labor market for the first time when they arrive in the U.S. It is important, therefore, to offer support that helps motivate them to seek opportunities for learning that will promote career development (Hoffman,1983). In general, adult immigrant farmworker populations, which include Southeast Asian and Central American refugees, differ significantly in educational competencies.

Length of Time in the U.S.

An early understanding of different means for obtaining and progressing in employment and participating in routine social interactions is often learned incidentally from friends and acquaintances. The less time an individual has spent in the U.S., therefore, the less likely he or she will be to understand "how the system works." Hoffman and others indicate that individuals who work within a subculture or ethnic enclave in a society develop special perceptions common among the subgroup about the way an individual obtains employment, achieves job stability, recognizes trends in the workplace, and about resources available to assist individuals with personal and economic development. Agricultural employers and service providers interviewed for this report confirmed Hoffman's thesis. Nevertheless, while length of time in the U.S. is an important indicator of cultural assimilation and of a better understanding of *The System*, it does not imply that individuals who have been here for several years are no longer in need of assistance with integration into their new society.

Extent of Migration

The extent of migration affects two important factors: the time available to take advantage of training programs, and the level of investment in needed support services (AFOP, 1988); and the perceptions of contextual clues for appropriate social behavior (Hoffman, 1983).

Type of Migration

Type of migration also affects opportunities for exposure to learning in informal social contexts. Migrant farmworkers in the Eastern Migrant Stream, for example, characteristically rely on crew leaders for transportation and a variety of interactions with the "mainstream" culture (e.g. accessing health care, shopping for food) more than migrants in either the Midwest or the West. The ongoing ethnographic study being conducted among farmworkers in Florida by Micro Methods, Inc. (Camposeco, unpublished field notes, 1990) indicates that recent immigrants, in particular, are very socially isolated due to reliance on crew leaders.

Work History and Occupational Aspirations

These are important variables in determining individual learners' educational objectives and assessing their basic skills competency relative to occupational choice and movement. Farmworkers with non-agricultural work experience have greater exposure to situations for learning about "survival" in the workplace (e.g. completing and submitting job applications, reading public transportation schedules) than those without it. Interestingly, it appears that in many rural areas, opportunities for women to gain non-agricultural work experience and attendant survival skills are more extensive than for men, because there is higher demand for low-skill labor in occupations dominated by women (e.g., the hospitality industry: housekeeping, laundry, food service) than in male-dominated low-skill occupations (e.g., day laborer, gas station attendant).

The work experience of younger farmworkers, either male or female, is likely to be more diverse than that of older farmworkers. There also appears to be extensive variation in exposure to non-agricultural work from labor market to labor market, based on the degree of rurality and the prevailing ethnicity. These factors imply a need for programs in which the following are paramount:

- Emphasis on exposure to real life activities, taught in actual situations;
- Age-appropriate activities, representing major concerns and interests of adult migrant farmworkers, rather than modified children's materials and activities;
- Education, to the extent feasible, in a learning environment where hands-on skills are used and which reinforce continued use of these skills;
- Outcomes resulting from the educational process which are clear and explicitly related to improvement of personal and economic conditions; student progress is monitored and feedback on performance and competency are provided quickly;
- The individual's current social and economic needs are taken into account in order to facilitate participation in the learning program;
- Activities are paced to the individual's capability, as he or she moves through a program based on skill acquisition, rather than grades or classroom behavior.

Note that while the needs identified above are oriented toward competencies needed, this does not necessarily prescribe competency-based programs for all needs. The critical issues are: 1) that the program's orientation be based on participating individual's needs in order to enhance their employability and ability to negotiate social interactions, and 2) that achieved program outcomes are visible and measurable in that context by both teacher and learner (*Proceedings of the National Conference on Adults with Special Learning Needs*, 1988).

The nature of adult migrant farmworkers' educational needs represents only part of the problem. Another very important element is the perceived character of educational programs in which adult migrant farmworkers would participate, if they had these needs. Hayes (1988) conducted one of the few studies of barriers perceived by Hispanics in program participation. The study found that *trust* and *familiarity* with the agency providing the program or services were the prime factors in either facilitating or inhibiting participation. Subjects of the study reported the following reactions: 1) they did not *fit* in the classes (they said were too old); 2) they did not want to attend classes in certain buildings or locations; 3) they thought starting classes would entail too much paperwork; 4) they didn't know anybody there; 5) there was not enough time to work these classes into their schedules. In addition, a lack of self-confidence and personal or situational constraints were mentioned. Throughout the reported comments, there is a strong sense of the need for social support (as well as economic support for transportation and child care, for example) which appears to be as relevant for the urban, non-agricultural adult population as it is for the adult farmworker community.

Efforts to adapt relevant Adult Education services to the special situations of farmworker sub-groups include some very interesting activities conducted by the BOCES-Geneseo Migrant Center in New York State. This agency, for example, targets special materials to women and high-school dropouts. An alternative strategy is adopted in the *La Familia* model in California, where special efforts are made to establish an ongoing dialogue with prospective students about their individual needs. This leads to the adaptation of instruction to address the specific needs of all the sub-groups. Another alternative strategy used by the Center for Employment Training (CET) in its "feeder" (basic skills) classes for occupational skills training builds into the program design various ways to encourage peer interaction and support among very different sub-groups (e.g. teenagers, older workers, different ethnic groups).

2. To what extent are Adult Education literacy programs being offered to adult migrant farmworkers?

As was noted previously, learners' performances are strongly influenced by the degree to which educational services are perceived as being "friendly," targeted, or designed in response to their specific needs. Inappropriately targeted programs can negatively affect facility of learning and program completion. Balmuth (as cited in Bean, 1987) describes the challenge in designing programs for improving basic skills as *lack of a positive perception and the resultant fragility of any initial motivation [indicate that] program strategies should be designed for a journey on eggshells.*

Overall, attendance and completion rates have a dismal history. Bean, (1987) cites an 80% dropout rate as not unusual, and prerequisites for many programs are entry-level reading abilities higher than the "hard core" can muster (Bean, 1987; Fingeret, 1984).

Adult Education programs that were reviewed generally fell into the following institutional categories: (1) LEA/community college-sponsored Adult Education classes or ESL classes to which farmworkers were invited as part of the general public; (2) Literacy development targeted programs from a variety of agencies including libraries and non-profit literacy development organizations (3) community-based organization (CBO) classes associated with employment training; (4) specific employer-oriented programs; (5) Migrant Education-associated programs; and (6) ESL/Civics classes funded by the State Legalization Impact Assistance Grants (SLIAG) under IRCA. Each of these types of program providers works with this special population on different issues, addressing different learner needs, and providing different types of outcomes. Services available from each is reviewed in the following sections.

LEA and Community College Basic Education Classes

A majority of the states reviewed (58%) did not specifically target migrant farmworkers or settled farmworkers for their basic skills offerings, even when basic education programs operated close to or in migrant labor camps or in farmworker homebase areas. Most of these states indicated that their existing adult basic education classes served farmworkers, although they did not monitor them specifically for that; and two stated that their K-12 program was good enough *not* to require Adult Education classes. Presumably, the success of Migrant Education in decreasing migrant children's dropout rates may have had some bearing on this self-evaluation. The lack of student documentation in ABE classes, while disappointing for research purposes, is not by accident but by design. It reflects a policy position that emphasizes open access to services, thereby minimizing at least one barrier to participation, such as that entailed in the often excessive documentation associated with monitoring student participation.

However, BOCES-Geneseo Migrant Center in New York State has devoted special efforts to developing Local Education Agencies' capabilities for serving migrant farmworkers (Lynch and Smith, 1977; Lynch, personal communication, 1989). California has made similar efforts via the *La Familia* program in high-impact farmworker areas. Discussions with staff of the Weslaco Independent School District and the Pharr-San Juan-Alamo Adult Education schools in the lower Rio Grande Valley in Texas reveal a number of course adaptations made in response to the needs of farmworker learners. The Weslaco Independent School District, in particular, appears committed to delivery of a range of basic skills offerings targeted to different learner groups. These offerings include a concurrent ESL/vocational training program (the "Mind Program"), concurrent community education/ESL classes, and a class targeted to clients with low literacy in Spanish as well as English.

The issue of special targeting is, in part, one of capacity of programs to accommodate the literacy needs of non-native speakers of English. These are people who often have limited literacy skills in their primary language and who are unfamiliar with certain vocabulary and non-standard grammatical constructions that native English speakers may take for granted. (Rabideau, 1989). Even when oral communicative approaches are used, some amount of reading ability may be taken for granted, as in writing vocabulary lists on the blackboard to stimulate conversation. In addition to vocabulary and grammatical issues, there are acculturation and content issues as well. As Rabideau cites, reading is a process in which readers use two sources of information: visual (print) and non-visual (existing knowledge), to predict meaning which is subsequently confirmed. Preventing attribution of wrong meanings is an important part of reading development for non-native speakers.

In theory, then, the majority of migrant farmworkers will have difficulty with most LEA-based Adult Education programs. As indicated by an analysis of Adult Education programs (U.S. Department of Education, February 1987), assessment of program effectiveness is generally limited to attitudinal change; to ABE student dropout rates that are usually high when teaching institutions do not follow up on student losses; and when specific classes are not continued long enough to measure effect.

Literacy Development Targeted Programs

Targeted programs are available in a variety of agencies, including libraries and non-profit literacy development organizations. These programs are much like the LEA-based programs; they differ, however, in emphasizing a one-to-one ratio. This ratio allows them to work more intensely on contextual factors affecting meaning for a specific learner and, therefore, may be more appropriate for non-native speakers of English. In a review of these tutorial programs, Frey (1986) indicates the following variables are pertinent:

- The extent to which each stresses remedial or first time instruction
- Whether they are the main instructional approach or are supplemented by small or large group instruction
- Whether the arrangement of the subject matter is systematic

- Whether the approach provides specific instructional strategies for use of stimulus materials and for providing feedback to the students
- Whether they include explicit management procedures for prescribing instructional activities and recording student progress
- Whether the tutors are trained

The specific characteristics of the students, the learning setting and the learning objectives, Frey (1986) also indicates, should dictate the priority given to each of the six factors.

There is a recent report of effective use of this method with adult Hispanic learners in Texas by the Corpus Christi Literacy Council, but it is not known if the students were farmworkers. The model has useful implications, however, since the program uses the Laubach one-on-one approach. Tutors in this program are JTPA summer youth participants who are screened for a minimum sixth grade reading level, and who receive 12 hours of training emphasizing personal sensitivity and Laubach methods. In effect, the Corpus Christi model has included the aspect of *cultural sensitivity* by involving others with profile characteristics somewhat approximating the migrant farmworker population profile. (*Employment Training Reporter*, 8/16/89).

According to the 1988 Association of Farmworker Opportunity Programs' (AFOP) report on JTPA, Title IV, Section 402 literacy activities, the Employers' Training Resource (ETR) in Kern County, California works closely with the County Library Literacy Program in a volunteer-based literacy program.

The Project's research efforts did not disclose other program efforts which rely primarily on volunteer tutoring serving a farmworker population although ESL/Civics classes have, in some cases, involved volunteer teacher aides.

Community-Based Organization Classes Associated With Skills Training

AFOP has reported on overall experience in adult basic education of the JTPA 402 agencies. Although twenty-one grantees operate their own ABE programs, nine of the programs are contracted out, and twelve are provided in-house. For those basic skills programs not provided in-house, there are reports of extensive coordination via referrals to LEAs.

A similar proportion of JTPA-402 agencies also provide ESL courses to farmworkers. A particularly interesting model is the Telamon ESL program (in the Middle Atlantic states) designed to meet the special needs of workers in the Eastern Migrant Stream. AFOP's report indicates that Telamon uses its own "survival skills" materials in the program.

The Center for Employment Training (CET) has provided in-house ESL, and basic skills training for a number of years. While there is extensive evaluative data on the CET model, including recent studies conducted by The Rockefeller Foundation, we are not aware that the evaluation designs have distinguished acquisition of basic skills competencies from overall success in the concurrent Adult Education/skills training model. The CET model, however, has an extensive track record. Because the program has traditionally refused to screen clients and has served large numbers of farmworker JTPA clients, the model deserves attention as one of direct service to farmworkers. Programs involving concurrent ABE/skills training are also operated by the Illinois Migrant Council and the Tennessee Opportunities Program.

JTPA-402 agencies also provide a wide variety of services targeted to in-school and dropout farmworker youth. However, since JTPA eligibility guidelines include farmworker dependents (whose educational profile and needs may be dissimilar to those of the Adult Education clientele who are currently farmworkers) it is not clear how relevant this experience is to the question of Adult Education services for migrants.

Many of the JTPA employment training institutions provide some form of pre-vocational orientation as well, which might be considered part of the basic skills required to progress within agriculture or obtain jobs outside for off-season work (AFOP, 1988).

SER in Laredo, Texas, for example, serves a population which is heavily Hispanic and which is likely to include some migrant farmworkers. Their program, like other SER Jobs for Progress programs, uses the U.S. Basics computer-managed instruction package. Rocky Mountain-SER also operates a computer-based program, while SER-Kansas is using IBM's PALS. The SER sites provide particularly appropriate opportunities to assess the appropriateness of computer-managed instruction in serving adult farmworker learners.

Specific Employer-Oriented Programs: With increased emphasis on workplace literacy, agricultural employers or employers in agriculture-related industries, such as food processing, are sometimes offering programs intended to improve the basic skills of their employees. Generally these programs tend to be for seasonal (settled-out) farmworkers; for example, programs in Moses Lake, Washington and Idaho are beginning with potato processors; and Indian River, Florida with tractor drivers. Some programs are working with migrant farmworkers; for example, the California Human Development Corporation (CHDC) works with employers in the Northern California region to develop workplace ESL and literacy courses which are held on work sites in trailers provided by CHDC.

Migrant Education-Associated Programs: Programs associated with K-12 migrant education are of some relevance in considering approaches to Adult Education programs serving farmworkers, but the relevance is limited by the content of these programs (e.g. a GED focus or limited parent development programs), and the demographics and educational levels of the target groups. Even teenage school dropouts have higher basic skills competencies than the majority of migrant farmworkers.

Portable Assisted Study Sequence (PASS): PASS is a competency-based program developed for in-school youth who are migrants; it is used in 26 states. While the emphasis is on in-school youth, the format may be relevant to the development and packaging of home study materials for use by adult farmworkers. PASS offers 40 courses; of these, the following have potential relevance for adult migrant and seasonal farmworkers: Basic Study Skills, Learning Skills, Transitional English, Consumer Math and Consumer Education.

The **BOCES-Geneseo Migrant Center**, in central New York State, is involved in an innovative attempt to reach high school dropouts in the Migrant Dropout Reconnection Program via a bilingual newsletter: *REAL TALK*. This effort, like PASS, is relevant to development of effective materials.

The **HEP** model is also likely to have relevance in that it provides a well-tested model for providing tutoring, remediation, and personal support for learners who seek to move very rapidly and achieve substantial gains.

The **Weslaco Independent School District** provides an interesting "strand" among its Adult Education offerings, targeted specifically to parents who seek to improve their skills in mathematics and reading in order to tutor their children at home. This appears to be a promising means of building on parental involvement with their children.

SLIAG-related Educational Services: After considerable debate regarding alternative strategies, several major farmworker states, including California and Texas, allowed newly legalized migrant farmworkers to participate in SLIAG-funded ESL/Civics classes, despite the absence of a legislative mandate in the IRCA provisions.

The experience in these classes has some relevance to the general issue of Adult Education for migrant farmworkers. However, due to the decision to design classes around the nominal course length of 100 hours required by the Immigration and Naturalization Service (INS) for issuance of a "Certificate of Satisfactory Pursuit" (which has been reduced to what is essentially a 40-hour course), the relevance of ESL/Civics classes is limited by the very modest educational objectives they incorporate. The curriculum used in SLIAG classes has, generally, incorporated skills required to demonstrate INS-defined civics competencies, together with a modicum of "survival skills."

In California, where there is now data on enrollment of immigrant farmworkers (SAWs) in ESL/Civics classes, it is clear that the students enrolled in these classes were quite atypical, especially in courses offered by the community colleges (CASAS, unpublished data, 1990). The grade levels of the SAWs enrolling in these classes are much closer to that of the general Adult Education population than that of farmworkers in general.

Nonetheless, the ubiquitous nature of ESL/Civics classes has allowed this specialized type of course to provide a testing ground for some experimentation in effective teaching for immigrant farmworkers. IRCA allows SLIAG funding to support up to $500 per year in Adult Education instruction for eligible legalized aliens (ELAs); thus, it is possible that LEA and CBO providers will turn their attention to the issue of substantive improvements in adult migrant farmworkers' basic skill competencies once the preponderant need for ESL/Civics classes disappears.

3. What are effective instructional techniques and approaches for meeting the unique needs of migrant farmworkers?

The issue of effectiveness itself—what it means and how to measure it—is subject to great debate; addressing this question requires a background discussion about some assumptions and general principles on the nature of reading and the process of learning to read (Fingeret, 1984).

The first assumption is that effective instructional techniques use the cognitive structures that individuals bring with them and provide the learner with skills which can be used (tried out and reinforced) in the context in which they live and work. This first assumption, which sounds simple, i.e. start where the person is, is rather controversial in the field. Alternative approaches involve using materials developed for children, which do fit with adults' interests and needs, and which teach words alone in isolation without showing the relationships between words and the context needed to interpret them.

The continuing debate in educational circles about whether the process of learning to read in adults is similar to that of children need not be reiterated in this review. The primary issue seems to be the amount of context which is relevant to the adult participants. Durkin's (1981) emphasis on the importance of text as a clue to understanding how to use previously existing knowledge (the schemata theory) reinforces the importance of context and acculturation as major elements of learning English as a second language and improving reading skills. Research cited by Fingeret (1984) and others indicate that one of the problems with reading may be learning which cues to pay attention to. In a cross-cultural context, this is especially difficult. If the choice is between providing words in isolation (what has been called the bottom up approach) and providing context for those words (what has been called the top down approach), the top down approach or some combination with emphasis on the latter seems to embody what is needed by farmworkers: an orientation of existing cognitive structures to new demands of the U.S. agricultural workplace and living context. Reading is assumed in our context, as a process of constructing meaning, and both phonic analysis and texts used are useful tools (Fingeret, 1984).

These themes are addressed in a less technical but extremely useful vein by Paulo Freire and his colleague, Donald Macedo. Freire's emphasis on the close links between language, cognition, and action lead inevitably to techniques akin to those used by Paulo Freire, i.e., the "culture circle" approach where literacy development is as closely related as possible to the immediate social, cultural, and economic context. Freire, for example advocates that literacy materials be based on the "word universe" of learners (Freire and Macedo, 1987). This perspective is especially useful in its emphasis on the assumptions implicit in the organization, or style, of written language which implies that even the structure of a curriculum is culturally determined. The implication for instructional technique, then, is that students must participate in structuring their own curriculum.

In the same vein, identification of learners' literacy skill needs is not seen here as indicative of personal deficits. Rather, farmworkers in need of improvement in basic skills are seen as members of separate subcultures, with their own set of values and beliefs, and with dignity and integrity who are, essentially, learning to become multi-cultural, to move with greater ease through different contexts. However, to a certain degree, the cultural learning involved in acquiring the survival skills of a new culture or subculture serves to degrade the perceived value of the "funds of knowledge" possessed by the learner. Therefore, it is not surprising that practical program design benefits greatly from mechanisms to build self-esteem and self-confidence of learners, stressing the transferability of skills from one cultural context to another. Instructional techniques need to acknowledge and validate cultural diversity—the ability to engage in "code switching," the appropriate use of a range of socially determined "dialects," and to support the exploration of new cultural values without creating a direct threat to traditional cultural values.

The second assumption is that basic skill improvement to enhance employability is aimed at "doing," not academic learning. This is a distinction made by Sticht (1983) and others. It is important that individuals with experience in a field be able to use that experience to enhance their literacy skills. This is why the social context of instruction is so important. To the extent that the participant has extra-linguistic cues which can be applied to improvement, the instructor has a resource to use in instruction (Fingeret, 1984).

Freire's metaphysical dictum that "to read the word is to read the world" is echoed by the practical demand of farmworkers who are investing a very limited amount of time in basic skills development so that they can immediately "do" something with the material they have learned. While Freire emphasizes the practical outcome of personal and political empowerment, in this context, this dynamic must emphasize the need for very close linkage between the "content" of instruction and learners' expressed needs.

A third assumption is that going from the known into the unknown—a tried and advocated approach toward instruction—may require the participant to develop the ability to create contexts, apart from daily interaction. This means that the instructor needs to provide farmworkers with means of trying out new contexts (e.g. different levels of work within agriculture such as supervision; different types of occupations).

The most comprehensive and relevant curriculum developed specifically for migrant farmworkers which we have reviewed is the Geneseo Migrant Center's *Guidebook: In-Camp Education for Migrant Farmworkers*. The Geneseo group's discussion and adaption of Literacy Volunteer of America "Experience Story" technique (dictating personal stories which are then used as the source for reading practice) incorporates, to some degree, the theoretical considerations discussed above. Their use of the "Apperceptive Instruction Method" (discussion based on stories written at low reading/high interest levels with accompanying pictures) is also useful as a means of building problem-solving skills and developing reading ability based on immediate context.

4. What are the instructional and evaluative components of effective literacy programs for adult migrant farmworkers?

Given the instructional and program requirements discussed under Findings 2 and 3 above, at least four components of programs seem necessary. These are (Ziegahn and Black, 1988):

- *Counseling* (initial, on-going, and follow-up)

  Relate instructional program to what the individual's goals are, associated needs, and alternative means through which goals can be accomplished.

- *Developing an instructional program*

  Identify needs and goals, in coordination with needed participant support to enable investment in that program, indicating competencies or skills that will be achieved.

- *Ongoing assessment and monitoring of progress*

  Provide feedback about milestones completed, skills needed, strengths and weaknesses; and

- *Post-program follow-up and support*

  Coordinate classes oriented toward different educational topics within the general basic skills development goals.

The four areas listed above are not phrased in terms of specific competencies. They do imply, however, that the connection between the instructional program and outcomes will be clear and understandable to the participant and that the participant understands the merits of the program. Each of these areas is elaborated further as follows:

Counseling and assessment. Much of the assessment currently in place consists of two pieces—vocational skill preparation or academic literacy preparation. Assessment of job-related literacy preparation is often not available (Proceedings of National Conference on Adults with Special Learning Needs, 1988); and when it is available native U.S. and non-native employees are treated similarly. Insofar as acculturation is an issue, such an instrument would create problems of interpretation. Indeed, one agricultural employer interviewed indicated he was developing special interview procedures for foreign-born farmworkers to elicit more completely what their prior experiences were and what their expectations for employment are. AFOP reports that programs use a variety of instruments (34 different instruments, of which approximately one-third are vocational assessments). Practitioners have routinely reported problems in student assessment due to the limited availability of a) instruments in Spanish, b) limitations of "paper and pencil" assessment tools. In 1985-1986, the Illinois Department of Rehabilitation Services engaged in a systematic project to evaluate different assessment tools. While instruments not developed specifically for farmworkers or normed for similar populations were, in some instances, useful to trained counselors for assessment purposes, it was found that informal assessments of basic skills were more useful for farmworkers than interpreting the results of formal instruments. Particular care is often required in interpreting the results of either formal or informal assessments for farmworkers in the counseling and goal-setting process.

Given the assumptions about the necessity of providing basic education targeted to the students' current level and where they want to go, one can then look at the programs that exist and see to what extent they meet this population's needs.

Developing A Program Directly Related To Learners' Needs. The most fully articulated approach to this process that we are aware of is the *La Familia* model, where instructors conduct a "mini needs assessment," exploring with students what their individual learning objectives are, and seeking to develop a curriculum which addresses their specific needs (e.g. learning to pass the drivers' test).

The Geneseo Migrant Center materials also stress the theme of student input to curriculum and provide a sample form used in the 1976 demonstration project to achieve this end.

LEAs with large farmworker populations tend to approach the problem of needs assessment by developing a range of classes or learning "strands" allowing students to take different learning paths or approaches to meeting their basic skills needs. The most articulated effort we are aware of is the Weslaco Independent School District's attempt to provide a range of classes targeted to different sub-populations in the community.

Several computer-managed instruction systems currently used in Adult Education have built-in assessment components. A recent study of the use of computer-based technology by Adult Education providers who serve JTPA-eligible clients, suggests the systems have promise (Porter, Intili, and Kissam, 1989). However, the limitations for use in Adult Education programs serving farmworkers are that most available software is in English and few of the packages were developed for adults with skills levels below third grade.

JTPA-402 programs in the 1970s strongly emphasized the development of individualized "employment development plans"; vocational rehabilitation programs serving farmworkers required preparation of similar individualized service programs as the basis for case management efforts (due to the traditional vocational rehabilitation emphasis on coordination of service). Such efforts to institutionalize individualized service have not always resulted in truly individualized service planning, but rather in "ready-made" or "cookie cutter" service plans in instances where assessment staff or counselors were under pressure.

Provision of supportive services is a field where there has been a great deal of progress. Due to the dwindling level of federal support for a wide range of social services in the past decade, rural service providers serving farmworkers have done a very good job of building regional "information and referral" networks. LEA, JTPA-402, vocational rehabilitation, and immigration programs have networked routinely. The most formalized and sophisticated referral networks appear to be the system of local "Migrant Resource Councils" in Michigan; service providers meet monthly to resolve problems in coordination of service; update colleagues on new initiatives or changing guidelines; and, in some cases, resolve particularly challenging "case management" problems. Similar approaches are used in many states.

Ongoing Assessment and Monitoring of Progress. The concerns with regard to the utility of available assessment tools all hold with regard to the question of ongoing assessment and monitoring of progress.

Monitoring student progress and providing feedback are activities conducted, almost exclusively, on an informal basis. Program designs which have built-in (mandatory) monitoring of student progress (e.g. weekly conferences with students) rather than monitoring on an "as needed" basis appear to work better; but where staff resources are limited, this is not always feasible even though instructors consider it preferable.

Routine monitoring and follow-up of program participants with regard to participants' changing needs for support services has, traditionally, been a feature of Center for Employment Training programs and has been reported to have a strong positive impact on program completion rates.

In every case, the quality and "depth" of student-teacher conferences appears to determine their effectiveness. More cursory, standardized monitoring (even if mandated as a feature of program delivery) does not appear to have been justified because of its tendency to become pro forma.

Post-Program Follow-up and Support. Given the presumed gap between the typical migrant farmworker's basic skills and feasible levels of Adult Education participation, we expect the question of ongoing follow-up and support to adult learners to be an extremely important aspect of effective instructional delivery. The ideal educational service delivery system should allow the migrant farmworker to enroll in a continuum of courses in different locations, with each service provided having access to information on prior educational experience, capabilities, etc.

Based on this identified need, the Geneseo Migrant Center advocated, during the mid-seventies, that the existing Migrant Student Record Transfer System (MSRTS) serve as the basis for a parallel Adult Education student record system. This has not been implemented.

MSRTS provides an appealing technological platform for coordination of farmworkers' participation in Adult Education classes in different areas. However, there are serious organizational constraints to the effectiveness of the system. Kissam's review of an experiment by the Rehabilitation Services Administration to use MSRTS for coordination of vocational rehabilitation services to migrants (which was judged by all participating agencies to be a failure) suggests such systems must achieve "critical mass" before the quality of data is adequate to allow the system to be used effectively; expected levels of participation by Adult Education service providers would not be high enough to justify the effort.

California is currently working toward the development of an *EduCard* which would have the effect of creating a similar, integrated management information system (MIS) for Adult Education service providers in California. While the overall feasibility of the creation of a national database is highly questionable (despite the desirability of such an effort), it would appear prudent to give careful consideration in further curriculum development effort for migrant farmworkers to the creation of a "standard" pre-post assessment instrument which is rich enough to reflect learners' competencies in the full range of basic skills.

California's experience in using the integrated database will provide a good test case of the extent to which the concern about coordination of educational services to migrants is justified, or whether, alternatively, migrants only enroll in Adult Education classes in homebase communities. The cost-benefit ratio of an "integrated" data system for the purpose of improving the continuum of services to migrants rests on actual patterns of enrollment in Adult Education classes, and the incentives required to secure providers' cooperation.

The Geneseo Migrant Center's efforts to maintain continuous contact with migrants via newsletters is an interesting experiment, but does not lend itself to being used as the primary instructional mode for Adult Education. It is, however, an experiment which is quite relevant to the question of follow-up contact and support. In combination with appropriate home study materials, the sort of national newsletter and toll-free telephone number maintained by Geneseo deserves special attention.

5. What are effective parental involvement practices in educational programs for migrant children?

One effective motivating factor is for parents to help their children in school. As Landerholm and Karr (1988) indicate, this has been the emphasis, historically, of parent involvement components in early childhood programs such as Head Start, pre-school and early childhood intervention programs. They recommend early intervention centers look at the developmental levels of parents attending the center, the effect of stress on parent developmental levels and the developmental levels of program activities. To the extent parents are under stress or are low in educational development, they suggest the formation of support groups to meet parent needs first (rather than insist that they meet the needs of the programs); educational and leadership activities may be phased in later.

Migrant education programs are funded with similar parent inclusion requirement, aimed to encourage parents to assist their children perform in school. A number of these programs, however, also are beginning to include in these components techniques for addressing parents' reading and communication abilities.

In California, *Literatura Infantil,* is one such program which started in Watsonville and has spread to Pajaro Valley, Salinas and other districts in the state. These programs are thought to be very effective for the children, and results have been noted in parents' ability as well, although the outcomes for the parents were not rigorously measured. These programs are instituted as part of Parent Advisory Committees (PACs); Pajaro Valley is believed to have as many as 150 members. Key features of the program are social workshops, centered around previous familiarity with themes of children's books, with oral reading where desirable, and presentation of a range of current books, discussion of oral reading techniques, try-out of learned techniques, and reporting (feedback/problem-solving) of how the techniques worked in action.

6. What are effective curricula which can serve as models for meeting migrant farmworkers educational needs?

Throughout this review, criteria for effective curricula suitable for this unique population have been identified. A brief recap identifies the following curricula as suitable models:

those which are learner-centered, provide a learning context suitable for farmworkers, offer real-world competencies needed by migrant farmworkers, and allow for the flexibility in attendance required by this population. Various programs were examined in the course of preparing this report. The following four program frameworks are those most frequently referred to on a national basis and, to some extent, they meet the criteria summarized above:

- Comprehensive Adult Student Assessment System (CASAS)
- Competency-based Mainstream English Language Training (MELT)
- BOCES-Geneseo's In-Camp Program
- JTPA-402 basic education and vocational support programs

Comprehensive Adult Student Assessment System (CASAS)

CASAS is a comprehensive curriculum management and assessment system based on identified competencies for all levels of adult basic education, special education and ESL (including pre-employment curricula). The approach is intended for use with populations as different as welfare mothers, developmentally disabled individuals and immigrant groups. The system aims to accurately place students in classes, monitor their progress, certify competency attainment and provide feedback to instructors on the effectiveness of their teaching and curriculum. It also provides instructors with a reference system of materials that are used in one or more CASAS implementing agencies. Materials are coded to the CASAS competency list by program, level within program and specific chapter or module within the book. The following competencies are identified:

- **Aural Assessment**

  Progress within competencies are able to be measured, beginning with the least complex, by correct identification of a picture or part of a picture as described in life skills, consumer economics, community services, health, occupational knowledge, government and law, computation, and domestic skills; and proceeding through the more difficult tasks, for example, interpreting directions.

- **Basic Communication**

  Identify or use appropriate non-verbal behavior in a variety of contexts including social settings, for example, perform social introductions, request information, participate in general conversation, affective language functions (apology, compliment, congratulations, complaint, etc.), classroom behavior; personal identification:, e.g. responding to job interview items; requesting or providing clarification. Topics covered include:

  Consumer economics, e.g. using weights and measures, doing comparison shopping, using discounts and unit pricing, banking transactions, and purchasing automobiles

  Community resources, e.g. making use of the telephone, postal services, community agencies and services, leisure time resources and facilities, personal growth and awareness facilities, and published or broadcast information; locating and interpreting travel information; understanding time concepts

- **Health**

  Recognizing common ailments and seeking appropriate medical assistance, filling out forms, understanding how to select and use medications and basic health and safety procedures

- **Occupational Knowledge**

  Understanding concepts of employee organizations; how to get a job, wages, benefits; safety standards and procedures in the workplace

- **Government and Law**

  Understanding political, governmental and taxation processes; communicating opinions on current issues; understanding historical information, legal rights and responsibilities, and economic concepts

- **Computation**

  Recognizing symbols; using whole numbers to add, subtract, multiply, divide in compound operations; understanding how to use and convert decimals, fractions and percentages; using measurements, statistics and probability; interpreting scale drawings, graphs; computing averages; and using computing shortcuts: estimating and mental arithmetic. (Note many of these math competencies could be included earlier in a more applied fashion; here they are defined in purer math terms)

- **Domestic Skills**

  Applying acceptable practices in housekeeping and personal hygiene

No particular preference or priority is assigned to these competencies; each seems equally valid and attribution of merit is relative to student needs and interests.

Assessment of competency level is based primarily on the student's ability to respond to cues through reading and writing skills using an instrument designed by CASAS. The instrument is essentially a power test, with more difficult items included in order to test students with higher competency levels. Level A-1 (ESL pre-lit) is essentially the bottom of the scale, earning a score of 165 or below. Average level is normed at 215; the top of the scale is 225.

How might adult migrant and seasonal farmworkers relate to it? Many sites in California are currently using the CASAS approach, in some form, and to some extent. Since school systems or instructors need to assemble appropriate materials for this approach themselves, and since they can use any part of the CASAS approach without using the whole, the extent of the use of the CASAS system and its adequacy is unclear.

In a review of the commitment made by the states to competency-based education, Campbell (U.S. Department of Education, 1989) reports a conflict cited by some states between individually-based and standardized educational approaches. While CASAS does not represent a standardized approach to competencies, since it allows sites to adopt materials and focus on particular students' needs, its implementation in a creative fashion to meet these hard-to-reach students should be investigated.

Strict reliance on the assessment of reading and writing skills also needs to be questioned if intended for use with adult migrant farmworkers. The CASAS approach is meant to be diagnostic and mastery-oriented. Since the assessment instrument is in written English, however, it essentially elides real world competencies with English reading and writing skills. These may need to be separated for truly assessing the competencies of the farmworker who has been in the country for five years or so, existing within a subculture that has allowed him or her to remain essentially mono-lingual but functioning competently in some of the tested life skills areas. The occasional and migrant farmworker coming from more professional occupations in Mexico or elsewhere, is also likely to test low in functional competency while language ability is really the issue. In other words, stages of assimilation into the U.S. culture may be confused with functional literacy. The CASAS test could be adapted to an oral format or a bilingual format which might address these issues. The extent to which this is necessary will be an important issue to examine.

The larger issue is whether the approach is marketable and whether it works for those with low basic education skills. First, to what extent does agriculture share the need for the very same competencies as other professions? Can a general set of competencies be developed, as these were, or must they be tailored to each student's particular interests and needs?

Is it marketable to this population of individuals; if so, in what ways? Although Hispanics constitute the largest segment of adult basic education-ESL classes (U.S. Department of Education, ESL Notes, 11/89), few farmworkers seem to attend (Meyreles, *Concept Paper*, 11/89). One of the issues seems to be in effectively situating, both conceptually and physically, the education process so it fits into their lives. This issue is based on the premise that making participants feel at home with their adopted culture will enhance their motivation to learn English, and improve the individual's competency by providing a cultural framework within which to learn English.

CASAS provides options to use materials familiar to the student. To that extent, it allows the student to practice English within the realm of the U.S. culture with which they are familiar. However, the diversity of the farmworker population is quite large, so the question is more complex than just having the flexibility to use appropriate materials. The questions goes to the nature of the needs being addressed, i.e., how can classes be individualized to students needs and interests emphasizing development of a basis for service and follow-up (a case management approach) within the movement toward overall competency development needed for the work force.

Competency-Based Mainstream English Language Training Program (MELT)

Of the various programs available in English Language Training (ELT) and vocational ELT (VELT), the competency-based MELT program appears to be one with good potential for the kind of transferability that would meet the ELT needs of the national adult migrant farmworker community.

Although designed originally to meet the employment and self-sufficiency needs of refugees who arrived in the United States during the past two decades in unprecedented numbers, the purposes, goals and program design of MELT would appear to serve migrant farmworkers equally well. The reasons for identifying the MELT program as a potentially useful model for the purposes of the Adult Migrant Farmworker Education Project are listed below. However, the over-riding consideration is that both categories of students/clients, refugees and migrant farmworkers, share similar profiles of social displacement, psychological and cultural disorientation, and extreme economic distress. They also share remarkably distinctive similarities in their needs for rapid solutions to conditions that negatively affect their employability in the English-speaking marketplace, their inability to communicate directly without need of constant intervention by third parties, and their general isolation from the American mainstream culture. These mirrored needs would appear to be beneficially serviceable by the MELT program, for the following additional reasons:

- The program addresses the common goal of promoting employability and self-sufficiency through competency-based ELT.
- It is cross-culturally responsive, adult-learner centered, and utilitarian.
- It is an integrated process which encourages efficient learning and establishes accountability through learning-teaching competencies that are outcome-oriented.
- MELT provides a valid and reliable tool for assessing students' English proficiency.
- It provides a system for defining student performance levels essential to prospective employers, employment services, and other educational, social and human services providers.
- The program can be reliably monitored and evaluated. It also appears to be readily adaptable to local needs.
- The MELT program appears to be administratively flexible. It would permit the essential requirement of learning English in a vocationally oriented setting *concurrent* with occupational skills training.

Since its inception in 1983, a body of field experience has developed around the implementation of the MELT program, and practical staff training and technical assistance may now be available.

The BOCES-Geneseo Migrant Center

BOCES-Geneseo's in-camp program model is a 4-month, 3-night per week, curriculum which was initially demonstrated in 1976. The program documentation is quite extensive and the guidebook covers the curriculum and its related development, management, and evaluation activities.

The program's greatest strengths are its useful discussions of student needs assessment as the basis for curriculum development, its program management, and its integration of weekend recreation activities into the night class course materials. The guidebook contains most of the elements that should be present in a good resource package. However, it lacks lesson plans and tools for assessing basic skills competencies, and the "survival skill" elements are not relevant beyond the immediate group of New York migrant farmworkers. It also needs to be updated to reflect growing appreciation of the importance of meta-skills as part of basic education.

JTPA, Title IV, Section 402, Basic Education Support for Vocational Training

The U.S. Department of Labor has funded national programs in employment and training for migrant and seasonal farmworkers since the 1970s, originally under the aegis of the Comprehensive Employment and Training Act (CETA) and then followed by the Job Training Partnership Act (JTPA) in the early 1980s. These programs have included a variety of demand skills in occupational training, primarily in preparation for employment in the manufacturing and service industries. More recently, these have included upgrade skills training in the agricultural industry. A variety of modes and methodologies are employed, of which the most common are hands-on classroom and shop training, on-the-job training (OJT) and on-site training at employers' locales. Associated with these vocationally-oriented offerings are support programs in Adult Basic Education (ABE), English as a Second Language (ESL) and its vocational counterpart (VESL). In numerous instances, these support programs include studies leading to the GED, other secondary school and community college certifications, occupational licensing requirements, job self-search techniques, world-of-work orientation, personal and family counseling, substance abuse prevention education, and child care.

The **Center for Employment Training** (CET), headquartered in San Jose, California is among the approximately 40 employment and training "402" programs that embody a combination of the activities described above. CETs have consistently received local and national recognition from both public and private sectors for exemplary performance. Founded in the mid-sixties, CET now operates 25 training and service centers throughout 18 coastal and southern California counties and in the states of Idaho and Nevada, serving approximately 3,000 enrolled trainees at any one time. The "CET model" has also been adopted by the **California Human Development Corporation** (CHDC), servicing migrant farmworkers in Northern California as well as in Hawaii, Oregon and Washington.

CET is a networking agency. The staff maintain close linkages with local educational agencies (LEAs), particularly in adult and vocational education, continuing education, and the community college system. They also maintain very strong ties with the industrial sector, which also provides them with technical advice and assistance in maintaining current training and educational programs.

Long experience with the migrant farmworker community and its unique philosophic and programmatic orientation make the CET model almost ideal for the purposes of this project. CET's effective programs for providing educational and employment training programs to socially, economically and educationally deprived groups (e.g. migrant farmworkers, refugees, low-income populations, occupationally unskilled women and youth) are distinguished by the following characteristics:

- An unflagging commitment to the proposition that the attainment of full human development is a basic human right;
- A motivational value expressed as "*Si Se Puede*" (translated to "Yes you can");
- A philosophical commitment to Jeffersonian democratic principles and John Dewey's perception of human development that every individual, regardless of station in life, is capable of making decisions appropriate to his or her needs;
- A respect for individual differences that forms the foundation for its "open entry - open exit" and "self-paced" methodologies, so essential when working with disadvantaged persons;
- An organizational authority and flexibility that can effect programmatic changes rapidly, when needed, with minimum disruption to the critically important instructor-student relationship;
- The structuring of curricula so that each of its parts (e.g. vocational, educational, and human development) forms an integrated whole. The effect is learning in a relevant and interrelated way. Academic matters are taught and learned concurrently with vocational matters. A specific example, germane to this project, is the teaching of ABE, VESL and occupational skills concurrently and *not* sequentially.

FACTORS AFFECTING ADULT EDUCATION PROGRAMS

One of the major factors affecting Adult Education programs for adult migrant farmworkers is the nature of the authorization for existing programs and its relation to other sources of funding for educational services, principally JTPA funding and SLIAG funding.

This can be seen in a review of the various state plans for serving migrant farmworkers submitted to the Office of Vocational and Adult Education (OVAE) in compliance with Adult Education Act requirements, in agency responses to Congressional debate on reauthorization of the Job Training Partnership Act (JTPA), and in state plans submitted to the Department of Health and Human Services (HHS) for SLIAG funding.

Most of the language in the state plans relating to services for migrant farmworkers reproduces almost exactly the language of the Adult Education Act, and indicate that if services are federally funded, they will implement them accordingly.

The testimony of JTPA 402 service providers in Congressional budget hearings on JTPA reauthorization focuses on the need to increase services for Special Agricultural Workers (SAWs), on increasing the service level in Section 402 programs, and advocates long-term emphasis on ESL and Adult Basic Education for the national migrant farmworker population.(HR 3266 by Congressman Matthew Martinez review in the *Employment Training Reporter*, 9/26/89). Farmworker service providers in U.S. Department of Labor work groups, task forces, and other forums strongly support the "mainstream" JTPA recommendations of the national JTPA Advisory Committee, which target those *most-in-need*, and encourage higher levels of educational investments.

SLIAG state plans reviewed by the Project Team (California, Oregon, Texas and Washington) have focused primarily on estimated costs, and not on service delivery system issues or curriculum content. Implicit in this approach is the assumption that curricula would be developed in response to Immigration and Naturalization Service (INS) requirements relating to issuance of "Certificates of Completion" to meet residency requirements.

However, there is currently little or no inter-program coordination among programs operated with different funding sources except at the local (county) level where service providers are generally in close touch. HHS has actively discouraged proactive efforts to improve service delivery systems for SLIAG-funded services, although the U.S. Departments of Education have consistently encouraged improved coordination.

Along the same lines, the standards included in legislation or guidelines implemented by the states influence the nature of the programs. In New York State, for example, school districts now provide ESL and Bilingual Education to students who score up to the 40th percentile in English language skills, in order to receive state funding. Prior to this breakthrough, need for ESL and Bilingual Education was determined at the 23rd percentile. (*Employment Training Reporter*, 8/23/89). While this sort of regulatory intervention primarily affects the K-12 school population, it has implications for adult migrant farmworker programs as well.

Increased emphasis in the GED on analytical skills, problem-solving skills and writing, (*Employment Training Reporter*, 8/23/89) mirrors the types of competency needs employers are suggesting, and influences adult basic education instruction. Expectations are that these salutary changes in emphasis will influence the structure of "basic skills" programs as well, and this is viewed as a very positive development.

Policy and program developments regarding educational investments in educationally disadvantaged populations are generally positive, and this will hopefully extend to areas with large migrant farmworker populations. *This suggests that an important consideration in developing curricula may well include attention to the mix and match of diverse funding sources to best support the common objective of providing effective educational services to the adult migrant farmworker community.*

References

The following documents are related to the *Review of the Literature* and are included in the *Directory of Selected References and Resources* located at the end of this volume:

- *Annotated Bibliography*
- *Review of State Plans for Adult Education*

DIRECTORY OF SELECTED REFERENCES AND RESOURCES

This collection of information has been selected for its potential usefulness to teachers, administrators and other practitioners of Adult Education, and for its special relevance to the educational, social and vocational needs of the adult migrant farmworker community.

Annotated Bibliography (Review of the Literature)

Review of State Plans for Adult Education

Special References

Special Resources

List of National Resources

List of State Resources

Glossary of Acronyms

ANNOTATED BIBLIOGRAPHY

This bibliography provides information deemed to be appropriate in the planning and implementation of educational programs for the adult migrant farmworker community. Program materials, articles, monographs, reports and books are listed and discussed. The review of State Plans for Adult Education, conducted as part of the literature review, follows immediately after this bibliography.

A

- Adult Education Institute for Research and Planning. ***Adult Literacy; Background Paper for the California Education Summit.*** Prepared by C. Miller and J. Crutchfield. Sacramento, CA: California State Department of Education, 1989.

Refers to Comprehensive Adult Student Assessment System (CASAS), Clovis Live-Ability Skills (CLASS), and Competency Achievement Packets (CAPS project) assessment tools and materials. Focus on: standards and goals of literacy efforts in California; defining and measuring literacy in relation to employer needs; groups needing greater access to adult literacy programs; encouraging public agencies and other groups to collaborate in planning and implementing literacy programs; how the state has and will continue to keep pace with California's changing demographics; and improving existing programs. Points to the educational gap between Hispanics and the rest of the population, where fewer than half have completed high school compared to 21% of other adults in California. Notes that years of education and/or a diploma do not necessarily measure actual learning and skills.

Notes that the Hudson Institute determined that growth occupations of the future will require significantly higher levels of basic skills. In describing programs, notes that basic literacy and rapid assimilation of immigrant populations into mainstream society is the focus and goal of ESL programs. This includes not only language skills but also cultural and employment skills. Elementary and secondary basic skills aim to have students function at levels "comparable to students in the public schools system." These courses may be remedial or first-time education; they are competency-based literacy and high school diploma programs designed to teach the basic academic and life skills necessary for success in today's world. Demand exceeds supply, so roughly two-thirds of adult schools and 80% of community colleges do not recruit for ESL. Cites recruitment is necessary to fill ABE classes, and that large-unit ESL classes cross-subsidize more costly classes.

- Association of Farmworker Opportunity Programs (AFOP) ***Partnerships: Helping Migrant Farmworkers Help Themselves.*** Washington, DC: 1988.

Describes the results of a survey of JTPA 402 grantees about services provided to migrants who accepted full-time employment. Most (78%) had worked 150 days or less in farmwork, and almost all had income well below poverty level (when both farm and non-farm income were combined). Occupational skills training and placement services, both in and out of agriculture, were provided. Basic literacy and English language training were reported by 5% of the respondents in 1985 and 4% in 1986. Partially met needs were identified as acculturation training, and assistance to insure complete integration into the new home community.

- ________. ***Building Educational Foundations; A Survey of the Literacy Initiatives Undertaken by the JTPA Title IV, Section 402 Grantees.*** Washington, DC: 1988.

Describes the results of a survey of JTPA 402 grantees regarding basic education and literacy services provided to MSFWs who participate in their programs. Among the grantees, 72% are reported to operate their own internal testing program for farmworkers; 40% operate Adult Basic Education (ABE) programs (slightly less than half use funds from JTPA Section 402); 98% refer grantees to other ABE organizations. Profiles special literacy initiatives of Telamon Corporation (North Carolina) which created a special ESL program called the *Farmworker School* and a volunteer-based program called TELLIT aimed at English speakers; SER (Kansas) which uses technology-based instruction including (although not designed for) farmworkers; and SER (Colorado) which operates three Comprehensive Competencies Programs (CCP), in developing academic and functional competencies for the family, society and economy; and Central Valley Opportunity Center (CVOC, in California) which provides VESL and literacy instruction to potential dropouts. This program also includes Portable Assisted Study Sequence (PASS). California Human Development Corporation (CHDC) operates with a grant from Reading is Fundamental (RIF) to promote literacy instruction through radio broadcasts and distribution of books and materials. Oregon Human Development Corporation, Tennessee Opportunity Programs Inc., Rural Opportunities, Inc., in New York and Pennsylvania, and New Mexico's Home Education Livelihood Program have also participated in adult farmworker-related literacy programs.

- Americas Corporation. ***Annotated Catalog of Bilingual Vocational Training Materials.*** Draft Report to the U. S. Department of Education, Office of Vocational and Adult Education, Contract No. 300-85-0193, 1986.

Reviews a variety of bilingual vocational training. Topics of training sessions include: word processing/clerical, photography, medical assistants, mechanics, farm and garden supplies marketing and management, graphic arts, building maintenance, and others. Bibliography includes materials from the 1970s and later; indicates target groups for training, but no assessment of training effectiveness.

- Amnesty Education Office. ***Amnesty Education Program Review: An Integration of Program Leadership and Instructional Improvement.***

An adaptation of the I.S.A.M. instrument for the Amnesty Education Office to focus on the quality and compliance of individual amnesty programs. A model for institutional checklist. Focuses on presence of an organizational philosophy and objectives for the program; emphasizes application and transfer of learning (objectives transfer to real-life situations, lesson content addresses student needs, focuses on basic language skills and application to community participation); monitoring teachers and classroom communication (encourage and motivate participation, provide explanations and feedback, use a variety of techniques for checking understanding of lessons, adjust lessons to student needs); and incorporating learning styles and processes (use aural/oral, visual and kinesthetic-oriented activities to reinforce learning). Also looks at appropriateness of materials and classroom grouping strategies (level of difficulty, format of materials, adult orientation, lack of bias, variety of materials and grouping strategies, clarity of management), availability of guidance about future options, pre-enrollment and placement, recordkeeping and fiscal controls. Does not include outreach or follow-up mechanisms or students' perceptions of usefulness of their educational experiences and whether these experiences have addressed their needs.

- Austin Community College. ***ABE-in-Industry Handbook***. Austin, TX: Author, 1988.

Provides model, step-by-step directives, forms, and approaches for evaluation and interpretation of results for setting up ABE programs in industry. Provides sample objectives for ESL at intermediate levels, and sample forms for needs assessment.

B

- The Barbara Bush Foundation for Family Literacy. ***The Family Literacy Reference Sheets.*** Washington, DC: 1989.

A series of quotes indicating the importance of parent-child literacy programs. Indicates that adult education and academic preparation are critical for making an impact on the child and breaking the poverty cycle. Indicates children have been responsive to coming to school with their parents.

- Batt, K., E. Furstenberg, and J. Reitzes. ***ESL Curriculum Guide: Materials and Methods of Teaching English as a Second Language to Adults***. Reader Development Program. Philadelphia: The Free Library of Philadelphia, 1988.

Provides overview of ESL in the context of basic skills. Identifies four levels of ESL (Beginner, Advanced Beginner, Intermediate and Advanced), and five different approaches toward ESL: 1) General ESL (including listening, speaking, reading, pronunciation, grammar, writing and coping skills); 2) Pre-vocational ESL (language needed for any job); 3) Vocational ESL (job-specific language); 4) Academic ESL (college-level English); 5) ESL literacy. Indicates some work will vary depending on students' backgrounds, educational levels and needs. Covers English for special purposes (e.g. engineering) and ESL for literacy. Offers text resources addressing the different areas.

- Bean, R.M., R.S. Johnson, and S. Lane. ***Using Curriculum Based Measures to Identify and Monitor Progress in an Adult Basic Education Program.*** Pittsburgh: University of Pittsburgh, Institute for Practice and Research in Education, 1988.

Notes limits of existing assessment measures for ABE and suggests solutions. Norm-referenced tests tend not to relate to the content of short-duration adult literacy curricula and are not meant to be diagnostic. Curriculum-based measures (CBMs) are short tasks administered at frequent intervals to help instructors determine teaching effectiveness and to make necessary modifications. An "aim-line" (based on the average progress toward weekly goals) is important for motivation and documentation. For reading, authors suggest using weekly 1-minute repetitive oral reading procedures on narrative materials to consistently and efficiently monitor performance. Oral reading fluency measures correlate highly with other measures of reading performance (cites Fuchs, 1986, 1988); and performance was tested as reliable (about 91%), whether using 4th, 5th or 8th grade passages with performance on the 4th grade passages significantly better. Instructors can assess such techniques reliably. Criterion-related validity coefficients, however, proved inconsistent with the California Achievement Test (CAT) and the Woodcock Work Recognition Subtest. CBMs may measure different aspects of basic skills improvement than the standardized tests. They are seen as complementing, not supplanting other assessment tools or on-going program emphasis (i.e., poor performance should not lead to more oral reading, replacing instructional needs for decoding, vocabulary or comprehension). Provides guidelines for using CBMs. No mention of the types of students for whom this would be appropriate.

- Bean, R.M. and R.S. Johnson. ***The Pittsburgh Adult Competency Program: A Model for Effective Literacy Programming.*** Adult Literacy and Basic Education. Volume 11 (1), 1987.

Discusses a literacy and vocational program (PAC) based on six elements: assessment, flexible grouping, a strong math and reading curriculum, strategies for self-direction, staff development and evaluation. Program is ten weeks long with nine weeks of instruction and one week of job search. Students meet for a 3-hour period each weekday for a total of 45 sessions. One day a week students have an opportunity to hear speakers from various companies, to visit places of potential employment or to work in special areas of need or interest. Instructor needs to be knowledgeable about literacy and adult education. Classes occur on the college campus. Stipends are provided to cover transportation and lunch. Staff include a job developer with training related to job awareness. Designed for adults whose basic skills fall in the 0-6 grade range on standardized tests with histories of previous academic failure. Failure affects their performance through poor self-esteem and poor expectations. The model is needs-based; participants select their own goals; materials and activities are of high interest and relevance. Gains are seen in terms of attendance rates (85%); completion rates (95%); job placement and additional training rates (50%); gain in reading level of 1 grade after 2 months in reading and .9 grade in math, and positive attitudes toward learning reading (as measured by the CAT). Indicates these are exceptional outcomes. Cites Hunter and Harman (1979) who indicated dropout rate in most adult literacy programs was near 80%, and this is among those who are willing to participate at all in a formal program. Also cites McGrail (1984) who indicates specific reading level is often a requirement that prohibits entry for many. PAC demonstrates benefits of university involvement. Since the program is located in metropolitan Pittsburgh, probably few farmworkers are involved; no mention of types of job skills provided.

- Beder, H. and T. Valentine. ***Iowa's ESL Students: A Descriptive Profile.*** Des Moines, IA: Department of Education, 1987.

Cites diversity within the non-English speaking population; states the need to reflect this diversity in curricula, program planning, and implementation. Purpose of study was to understand motivation to attend ESL programs; to categorize the ESL population based on ESL behavior expectations; and to describe each participating ethnic group according to sociodemographic and motivational variables. Study involves ESL participants in four community college programs in urban centers. States that most ESL instruction is provided in these large urban centers. Developed items on motivation based on input from students and their teachers. "Gain control over life," "integrate into American society," and "reduce isolation by trying new things," were the most important elements.

- Bilingual Vocational Training Program, City College of New York. ***Job Readiness Skills and Competencies: Instructional Objectives of the Program.*** 1984.

Competencies identified: Preparation for making occupational choices and decisions (knowing one's own characteristics as they relate to career and occupational decision-making; characteristics and requirements of various occupations; and relationship of personal and occupational requirements); possessing basic skills generally useful in the workplace; possessing basic job-seeking and job-keeping skills (including resume preparation, use of want ads, employment agencies, using the telephone to respond to job opportunities and preparing written responses for same purpose, completing job application forms, knowing and practicing effective work habits, and developing positive work attitudes). Provides a day-by-day topic/aim grid. Includes emphasis on punctuality, benefits (difference between gross and net pay, appropriate compensation, specific deductions, vacations); on-site visit shopping (regarding defective items, receipts, returns, bills); production and analysis of resume and applications.

- ***The Bottom Line: Basic Skills in the Workplace.*** A Joint Publication of the U.S. Department of Labor and the U.S. Department of Education.

Indicates problems in the workforce, how to identify and address them in the organization.

C

- California State Department of Education, Sacramento, CA. ***CBAE Staff Development. The NEW I.S.A.M. Institutional Self-Assessment Measure.*** A Planning and Program Improvement Tool for Competency-based Programs (Scoring Criteria). Developed by John Wise and revised by David Hemphill, Sylvia Ramirez and John Tibbetts. VOICE Network 09297, 1989.

A model of a pro-active implementation checklist. Five major components: management, instruction, guidance, rating criteria, summary analysis. Management emphasizes the existence of a program goal statement with key elements addressed in a comprehensive manner; competencies are identified, using life skills as well as employability competencies (if appropriate); there is evidence of a comprehensive local planning process including businesses; courses have competency outlines and instructors know how to use them; materials are tied into the outlines; students are oriented to the program, placed and assessed; and there is a monitoring and revision process in place including staff development and community dissemination and outreach.

Instruction emphasizes provision of information needed by instructors in a timely manner; sharing lesson content with students; transitions and their relation to students' needs and abilities; and monitoring student performance. Learning styles are addressed in the teaching of the competency-based lessons, and there is a balance of student-teacher talk and methods used to retain student interest and to encourage student participation. States that cross-cultural awareness and knowledge are integral to the planning of instruction, and instructors have input into evaluation approaches. Guidance emphasizes development of comprehensive individual student employment plans, establishment of course pre-requisites, effective flow of information among personnel involved in training through meetings and other channels. Provides scoring forms for each area.

- ***California Literacy Incorporated (CalLit) Directory***, San Gabriel, CA, 1989.

CalLit is a non-profit organization in operation since 1956, a directory of programs in California associated with Laubach Literacy. Indicates the need for non-traditional outreach based on recent studies showing that 4.5% of those in need of literacy assistance are receiving it. Lists programs and contact persons associated with CalLit.

- ***CalLit Training Teacher's Manual for Skill Book 1.***

Indicates focus of book as beginning on a zero level, focusing on sounds and letter names. Book 2 moves on to short vowel sounds; Book 3 to long vowel sounds; Book 4 other vowel sounds and consonant spellings. Indicates the focus of Laubach lessons is to: establish letter-sound relationships, learn through association, move from the unknown to the known, introduce familiar vocabulary, use repetition to strengthen the visual image, use meaningful content, introduce something new in each lesson, make it easy for the student to help himself, learn reading and writing together, and provide easy-to-teach lessons. Provides a precis on research basis for lesson development.

- ***California's Unfinished Battle: The War on Poverty.*** Sacramento, CA: A Report of the California Department of Economic Opportunity Advisory Commission, 1989.

The section on farmworkers in California, pp. 36-37 of the State's annual "Status of Poverty" report, estimates that the farmworker population reached almost 2,900,000 in 1987. Of these, slightly more than 1,000,000 worked the fields and orchards of the $14 billion agribusiness industry—the State's largest industry. Farmworkers' dependents make up the remainder of the population; approximately two-thirds are school-age children (1,200,000). The 1989 annual report notes the inadequacy of resources available to address the needs of this population in education, child care, housing, and workers' benefits.

- ***California Tomorrow. Out of the Shadows; the IRCA/SLIAG Opportunity.*** A Report to the California Postsecondary Education Commission.

Indicates the need for teachers to receive training on how to teach pre-literate individuals to increase their access to low-level materials. Also states that a range of support services should be offered with child care, transportation, counseling (including vocational and educational), and orientation, so that newly legalized can make use of the educational systems.

- Camburn, L. ***Writing the GED Essay; A Guide for Teachers and Students.*** Mississippi State Department of Education, Pascagoula School District, 1989.

Notes that revised GED tests require higher-level analytical skills than previous tests. Provides tips to teachers about how to train students to take the test, concentrating on teaching, reasoning, and logic through writing.

- Campos, P.V. and S. Kotkin-Jaszi. ***California Farmworker Enumeration Report.*** Prepared under contract with the U.S. Department of Health and Human Services, Region IX, Migrant Health Programs for the Associated California Health Centers and the California Health Federation, Sacramento, CA: June 1987.

This report presents an estimation of the annual distribution of the number of farmworkers and farmworker dependents throughout California's 58 counties for the purpose of assisting in planning health services for farmworkers. Given the scarcity of reliable demographic information on farmworkers, this report serves as an additional source of collateral information valuable to the provision of any type of services to this community. The Division of Health Services Delivery of the U.S. Department of Health and Human Services identifies the primary use of State Unemployment Insurance (UI) data as the investigators' basis for this report, which states: "To date, it is the only federal or state data that appears to accurately enumerate California's farmworkers."

- Center for Applied Linguistics. ***Basic English Skills Test.*** Test Manual for Forms B, C, and D. Washington, DC, 1984.

This is a test of elementary listening comprehension, speaking, reading and writing, intended for use with limited-English speaking adults to indicate level of need for English or literacy instruction (placement), progress in mastery of English, and/or area of need for assistance (diagnosis). It was used in conjunction with the Mainstream English Language Training (MELT) curriculum to generate eight student performance levels. The test consists of a Core section and a Literacy Skills section. The Core section is an individually administered, face-to-face interview, requiring about 10-15 minutes per student, cued by a picture test booklet. The booklet depicts a series of pictures of simulated real-life tasks such as telling time, asking for directions, handling verbal terms for money and knowing how to describe what happened in a simple car accident, conversing socially at a simple level. Also included are reading and writing tasks: recognizing words and completing a short biographical form. The Literacy Skills section lasts an hour and presents a variety of tasks from recognizing calendar dates, to understanding how to read labels and reading bulletin board announcements and want ads. Writing tasks range from addressing an envelope and writing a check, to completing an application. The test was originally used with newly arrived refugees. The extent to which it is applicable for individuals who are familiar with American culture may be troublesome; only sixteen percent (16%) scored below level three, thus assimilation may confound performance. The question also arises as to whether general literacy improvement is sufficient to break the cycle of poverty. Ignoring the issue of, "one has to start somewhere," the question arises, what sort of knowledge or change in behavior or functional literacy is needed to improve their economic condition? It may focus on the connection between want ads and developing resume data, not the distinct tasks of each.

- Chisman, F.P. ***Jump Start; The Federal Role in Adult Literacy. Final Report of the Project on Adult Literacy.*** Sponsored by the Southport Institute for Policy Analysis. 1989.

One of the major findings of the report is that enhancing the nation's human resources must be a primary priority of federal domestic policy. The report indicates that any one delivery system alone (volunteers, business, school reform) cannot solve the adult literacy and productivity problem. More effective and coordinated delivery systems are needed, with stronger intellectual underpinnings. The report advocates that agencies responsible for delivering basic education services should be coordinated at the State level, through the state's plan, as well as at local levels. While it does not advocate any particular approach toward instruction, it does stress the need for innovation and the desirability of exploring the utility of technology in instruction. Assessment of program effectiveness as well as service delivery effectiveness are also important elements of the recommendations

- ***Competency-Based Mainstream English Language Training (MELT)*** Resource Package. Washington, DC: Office of Refugee Resettlement (ORR). Social Security Administration, U.S. Department of Health and Human Services, 1985.

The competency-based MELT Resource Package consists of 1) the MELT Core Curriculum, 2) the Student Performance Level (SPL), and 3) the Basic English Skills Test (BEST) and Administrative Manuals. The package provides guidance for English Language Training programs in focusing their efforts towards a competency-based approach to language instruction for refugees. It is the result of seven national MELT demonstration projects funded by the Office of Refugee Resettlement in 1983 and 1984. Nineteen refugee English language training program sites participated in the MELT demonstration projects. The field-testing of the MELT was conducted on 1,375 refugee students.

- Congressional Research Service. Peter Giordano, Bibliographer, Education and Public Welfare Library Services Division. ***Federal Policy for Vocational Education: Selected References.*** December, 1988.

Provides references related to issues in vocational evaluation of non-English speaking individuals, disadvantaged individuals, and individuals in rural areas. Also indicates references on collaboration between service provider agencies and public and private partnerships in vocational education.

- ________. ***Adult Illiteracy: Selected References.*** April, 1989.

Provides references related to the scope of the illiteracy problem and initiatives to address it (both desirable programs and some of those in operation at that time).

- Cortes, M. ***Handicapped Farmworkers***. Report to the Rehabilitative Services Administration. Washington, DC, 1975.

The definitive study of incidence of handicaps within the farmworker population. Types of injuries and likely rehabilitation training needs are indicated.

D

- DeLoayze, W., R. Grosser and E. Bulkin. ***A Source Book for Evaluating Special Projects***. New York State Education Department, Bureau of Adult and Continuing Education, 1988.

Describes different steps in evaluation design, implementation, and analysis. Provides prototypes of forms to be used for facility, workshop and student intake evaluation.

- Delta Systems Co., Inc. ***ESL Resource Catalog***. Dundee, Ill: Delta Systems Co., Inc., 1989.

Annotated catalog of ESL basic and supplementary texts and videos for adults. Covers the range of ESL topics: Basic texts, Amnesty-oriented materials, Grammar, Composition/Writing, Conversation/Vocabulary, Listening Comprehension, Reading Comprehension, Pronunciation, Idioms, U.S. Culture/Citizenship, English through Music/Drama/Art, English in the Content Area, Vocational ESL, English for Specific Purposes (ESP), English for Business, Games, Computer Software and Reference, and Teacher training and reference.

- Dixon, D.A., M. Vargo and D.W. Campbell. ***Illiteracy in California: Needs, Services and Prospects.*** California State Department of Education, 1987.

Indicates more than 43% of the illiterates in California are white, native Californians, while approximately 24% are Hispanic adults; the majority are not recent arrivals to this country. Most adult education services have concentrated upon providing ESL; approximately 79% of those enrolled in these classes are Hispanic and Asian. Documentation of the rate of migrant farmworker use of services is not provided. Recommends coordination between traditional ABE and alternative adult education providers. Suggests CBOs and programs such as California Literacy Campaign be utilized as "feeders" for adult schools and programs. Reviews differing definitions of literacy and implications for service. States that revising for cultural test bias did not significantly affect the scores (5 points up or down). Provides a rough classification of ESL students as immigrants or refugees who are: (a) well educated and literate in their own language, relatively familiar with western culture, and speak some English (need conversation skills and reading course); (b) semi-literate in their own language, familiar with western culture, and able to speak and read some English; (c) semi-literate and speak no English (pressing need to speak and understand, also need to read to become fully functioning); (d) neither speak nor read English, are non-literate in their own language, and largely unfamiliar with American culture. (They are said to lack the experience which would allow them to learn easily in classroom settings and cannot compete in such classes with students from the previous three groups.) Curricula often make assumptions which are inappropriate about the students understanding of western culture. They must teach far more than English. Feel it is unrealistic to expect programs whose primary purpose is job training to do serious remediation as well.

E

- ***Employment Training Reporter (ETR)***, 1989. Washington, DC: Bureau of National Affairs. Discusses developments in employment training and skill needs for adults.

- ***The National Alliance of Business*** (citation 10/18/89).

The National Alliance of Business has used a curriculum which goes beyond basic literacy requirements to employability enhancement. Their approach involves a two-phase worker retraining curriculum which includes a 200-hour general core section covering shop, math, blueprint reading, metrics and statistical processing control. The first 50 hours are generic, but are followed by 150 hours of training tailored to a specific job type. The second step is designed to help workers become part of what they call a "self-directed workforce."

F

- ***Facing the Challenge: A Profile of Poverty in California.*** Sacramento, CA: A Report of the California Department of Economic Opportunity Advisory Commission, 1988.

This report provides a brief overview of the conditions affecting migrant and seasonal farmworkers nationally, as well as in California, within a broad perspective of poverty and its causes. It identifies the migrant farmworker as the "poorest of the working poor," and cites efforts to ameliorate devastating conditions in employment, education, health and sanitation, and housing. The section on Migrant and Seasonal Farmworkers, pages 72-79, is attributed to La Cooperativa Campesina de California, a statewide association of farmworker service agencies.

- Fields, E.L., W.L. Hull, and J.A. Sechler. ***Adult Literacy: Industry-based Training Programs.*** The National Center for Research in Vocational Education. Columbus: The Ohio State University, 1987.

Lists training programs by state. Discusses four different types of industry-based programs: 1) Individual/Indirect, 2) Group/Indirect, 3) Individual/Direct, 4) Group/Direct. Individual/Group relates to the number of employees for whom a specific program content is developed. Indirect/Direct relates to the perceived benefits for the company from employee program completion. Type 1 is likely to be part of the benefits package and was the early focus of employee development approaches. As organizational management moves toward less hierarchical relations, with larger, less narrowly defined job functions, basic education skill programs are moving toward Type 4. Currently Type 4 is resorted to primarily when introductions of innovation require preparation in increased or different types of cognitive processing of information.

- Fingeret, A. ***Adult Literacy Education: Current and Future Directions.*** ERIC Clearinghouse on Adult, Career and Vocational Education, 1984.

Concludes that different approaches work successfully with different segments of the adult population. Problems of measuring functional literacy are discussed, as well as the relative importance of reading, writing and communication within a given definition.

- ***Fort McDowell Vocational Education Program. a) World of Work; b) Counseling.*** Phoenix, AZ: Affiliation of Arizona Indian Centers, Inc., 1987.

Materials obtained from Western Curriculum Coordination Center (Hawaii). They provide guidance on concepts and skills needed by new participants entering the workforce. Topics covered in the *World of Work* include self understanding (expectations and values clarification); life and career planning; personal job search procedures and needed reference data; letter and application writing; interviewing dos and don'ts; job testing; and understanding wages. The counseling materials are mainly for the instructor.

- Frey, LA. and C.M. Reigeluth. ***Instructional Models for Tutoring: A Review***. Journal of Instructional Development, 1986.

Paper compares different tutoring approaches: Laubach Literacy, (focusing on tutoring adults in reading, writing and ESL through community-based volunteers); structured tutoring, (used for K-12 peer tutoring as well as for parent and paraprofessional tutoring in both reading and math); programmed tutoring, (much like programmed instruction, the materials are described in detail; aims at remedial instruction in reading and math); peer-mediated instruction (used for spelling and basic skills with adults in AT&T and elementary school); and the audio-tutorial system (using audio-tapes which are conversations with an instructor; a live instructor is always available; uses large and small group instruction; used primarily in science education). Finds the need to distinguish between remedial/first time tutoring, mainline/adjunct (standing alone as the instructional approach or supplementing other instructional approaches); and peer/professional tutoring on the basis of learner characteristics, setting and learning task requirements. Diverse approaches in tutoring are: organizational (those concerned with the presentation components of instruction); delivery (those concerned with materials physical setting or human contact); and management (those dealing with diagnosis, recordkeeping, prescriptions and training). Effective tutoring seems to have the following common elements: (a) systematic arrangement of the subject matter to be taught (clearly hierarchical); (b) specific instructional strategies for use of stimulus materials and feedback, (c) explicit management procedures which include instructional prescription and recording student progress, (d) specific materials that facilitate instruction and management, and (e) trained tutors. Criteria needed for when to use each model or how to adapt existing models.

- Friedenberg, J.E. ***Serving LEP Students in Vocational Education: Workshop for Administrators.*** October 1989.

Available through VOICE, California Department of Education, 560 J Street, Sacramento, CA 95814. Aimed at secondary school students. Recommends development of short telephone interview form: name, address, telephone, language spoken and level of proficiency, citizenship, length of time in the U.S., country of origin, level of education in U.S. or another country, support services needed. After meeting them, recommends a longer intake form: reason for arrival in the U.S., planned length of stay, alien registration or citizenship number, sponsor (if applicable), family context (parents, siblings, children with language spoken), work experience in the U.S. and other countries. Recommends compiling assessment information: ESL test of oral and written English proficiency for placement purposes (emphasizes that this should not be used to exclude people; oral and written native language proficiency, vocational interest and aptitude (APTICOM, demonstration performance checklist, written, multiple choice), math skill levels, vocational skill levels. Provides simple ways to rate oral proficiency in English for pronunciation (foreign-native), grammar (inaccurate-accurate), vocabulary (inadequate-adequate), comprehension (incomplete-complete), fluency (halting-smooth):

- So halting and fragmentary as to make conversation virtually impossible;
- Usually hesitant, forced into silence by language limitations;
- Speed and fluency are rather strongly affected by language problems;
- Speed of speech seems to be slightly affected by language;
- Speech as fluent and effortless as that of a native speaker.

Provides sources of tests for formal vocational interest and aptitude instruments.

- Fry, E. ***The Readability Formula that Saves Time***. Journal of Reading, 1986.

Article presents one of the several approaches toward estimating the difficulty of written materials. Difficulty is based on the number of sentences per 100 words and the number of syllables per 100 words.

Discusses the difficulty of validating the measure in terms of grade level. Uses teacher or librarian judgments of materials. Readability does not take into account difficulty of subject matter or clarity of subject matter presentation; thereby assuming everybody has the same cultural clues.

G

- Gueulette, D.G. (Ed). ***Using Technology in Adult Education***. Glenview, Ill.: Scott Foresman, 1986.

Discusses the question of whether computer-based media are useful in adult education. Assumes teaching should be learner-centered (i.e., instructional approaches should be integrated with each other and into the learner's own objectives.) With technology this involves reconceptualizing who the learner is and how they benefit from instruction; interaction-oriented (verbal, written, or manipulative, implying some degree of individualization); task-centered (implying some degree of competency base); and self-directed (implying center of control of the learning). Methods of evaluation indicated rely on written or observed behavior, and no distinction is made concerning which learners the technology is best suited for, or the conditions under which it might work best. Basic learning needs are identified, however. These suggest careful organization of material to emphasize appropriate cues; attention development, requiring the need to maintain motivation and interest of the learner through color, brightness, humor, novelty, and meaningful grouping of topics; repetition of concepts through a variety of contexts and media; and, ability to see results, through self-directed, self-paced learning.

H

- Handel, R.D. and E. Goldsmith. ***Children's Literature and Adult Literacy: Empowerment through Intergenerational Learning***. Pittsburgh, PA: Presented at the Adult Literacy and Technology National Conference, July 1988.

Describes responses of adults to literacy training based on children's literature. The motivation to participate is in parents' concern for their children's welfare. The instructional approach uses currently available children's literature to appeal to nostalgic and creative adult visions. Reading aloud, discussing and listening are part of the experience. Beginning each session, they discuss what already is known about the topic, then, they proceed to what to read to learn more, and finally to discussions of what was learned from the reading. Each class or workshop focuses on a specific type of children's literature and includes presentation of illustrative books, modeling of the reading strategy and its application to the books; student practices; presentation of related adult reading selections and book borrowing. Parents are taught how to develop a reading record of their children's experiences on which they note comments and reactions. Feelings of empowerment and success are primary outgrowths of participation in the experience; as well as interest and enthusiasm in continuing the program. Practice in making predictions, active involvement in reading and thinking were also part of the teaching emphasis. The structure depends on the ability to read to some extent. If, however, participants could not read, the instructor read aloud and engaged the group in oral practice and discussion.

- Harvey, F. ***The External Diploma Program (New York Model)***. Paper prepared in conjunction with the American Council of Education for the State Directors of Adult Education Conference, Albuquerque, NM, July 1989.

Summarizes a Ford Foundation study of key factors deterring adults from participating in existing credentialing methods: needed flexibility in time requirements, relevance to adult life, types of testing used, individual power to undertake learning on their own, recognition of what adults do outside of school. Syracuse Research Corporation put together an external high school diploma program to address these issues. Assessment modes included portfolio compilation and simulations of job and community life tasks.

Demonstration of achievement was focused on problem solving not just recall of subject-centered knowledge and on performance to a written standard. Individual responsibility was emphasized by pinpointing needed remediation and referral to existing learning resources. Competencies required for credentialing were determined by a panel of educational, business and community leaders. These competencies included 7 strands: (1) effective communication, oral and written, (2) computation and application of general math concepts, (3) decision making and self-awareness, (4) scientific awareness, including analytic and inductive reasoning, (5) social awareness and problem solving, (6) consumer awareness, (7) occupational preparedness. A different profile of student utilized these programs—namely, more long-term workers who had never attempted GED work.

- Hayes, E. ***Hispanic Adults and ESL Programs Barriers to Participation***. TESOL QUARTERLY, Volume 23 (1), March 1989.

Cites the English Language Proficiency Survey (ELPS) of 1982, which reported 39-49% of the approximately 10 million Hispanic adults in the U.S. are illiterate in English (McKay, 1986). The Adult Performance Level Project (1975) which indicated 56% of the Hispanic population was functionally illiterate. Indicates that 22% of the illiterate adults are Hispanic. No figures provided on rates of participation in Adult Education programs. Adapts the Deterrents to Participation scale for low literate adults (Hayes & Darkenwald, 1988) to identify factors other than sex and age that affect participation in Adult Education. Focus here is on deterrents to participation experienced by Hispanics because they have not been included in other studies. Focus is specific because Hayes and Darkenwald, 1985 & 1988, argue that groups differ in what barriers affect them, so that perceptions of deterrents needs to be elicited. This study identifies four factors: perception of mismatch between self and school (age, dislike of institutional location, social context missing); low self-confidence (lack of social context); lack of access (did not know about classes, did not like the neighborhood) and personal constraints (family problems, needed time). Cross (1981) cited in findings that educationally disadvantaged adults frequently experience dispositional barriers such as negative perceptions of the utility of education and lack of confidence in their ability to learn. Low economic status suggests that child-care and transportation costs may be significant barriers. Hendricks (1973) cited that Hispanic immigrants often consider their residence temporary, indicating long-range utility of English not felt. Studied Hispanics attending large urban ESL programs in New Jersey in spring.

- Hofmann, S. (Compiler). ***In Recognition of Culture: A Resource Guide for Adult Educators about Women of Color.*** Tallahassee, FL: Florida State University, Department of Educational Leadership, 1983.

Presents descriptions by different authors of the characteristics of different populations of females of color. Also lists resource organizations which work with these populations. Populations include American Indian, Black, Haitian, Hispanic, and Indochinese women.

- Hull, W.L. and J.A. Sechler. ***Adult Literacy: Skills for the American Work Force.*** The National Center for Research in Vocational Education. The Ohio State University, 1987. R&D Series No. 265B.

Lists skills to enter and to progress in job market. The former includes reading, writing, counting, adding, subtracting, multiplication, division, reading for facts and information, legible writing, form completion, signature and dating, comprehension of following and learning procedures. The latter indicates job mobility and skills are oriented more toward analytical and communication skills than the job entry list.

I

- Ilsley, P. ***Adult Literacy Volunteers: Issues and Ideas.*** Columbus, Ohio: National Center for Research In Vocational Education, 1985. (ERIC ED 260303)

Review of the research indicates evidence that the literature does not build on itself, and that recent advances have not been subjected to analysis. Two national organizations, Literacy Volunteers of America and Laubach Literacy Action are reviewed. Questions raised concern the limits of the effectiveness of these programs and whether there is a difference between eradicating illiteracy and promoting literacy. Indicates research is needed to determine the relationship of long-range benefits to students and volunteers from highly technical programs, which aspects of literacy volunteer programs ought to be structured, and about the relationship between the corporate and voluntary sectors. Cites Zachariadis (1983) that the difference between community-based programs and the national literacy campaigns is that the former serve a defined constituency (e.g. migrant workers), are not affiliated with an organization that defines hiring characteristics or materials, they are learner-centered and that they attempt to reach "the hard-core poor"—groups that ABE programs, library-based programs and program affiliates of the national literacy volunteer programs fail to attract. The dichotomy between community-based programs and others is seen as focusing on skill acquisition in a context of improving the economic well-being of their students vs. an academic context which diagnoses, grades, and uses standardized materials to equip individuals to function at a certain level. Includes a protocol for programs that engage in problem solving.

- Interstate Migrant Education Council. ***Migrant Education: A Consolidated View.*** A Special Project of the Education Commission of the States. Denver, CO: Interstate Migrant Education Council, 1987.

Emphasizes K-12 programs for migrant farmworker children. However, it provides excellent information on concentrations of farmworkers and the types of education initiatives in individual states.

- Irwin, P.M. ***Adult Literacy Issues, Programs and Options.*** DC: Congressional Research Service, 1988.

Presents an historical perspective on definitions of illiteracy and their relationship to attained grade level. Difficulty of using the national Adult Performance Level definition is that programs might end up serving persons who are the least needy (20% of the college graduates and 43% of the employed are not functionally competent by APL standards). Notes apparent consensus that some measure of functional illiteracy should replace the conventional definition. Summarizes the variety of initiatives targeting literacy improvement. Indicates three main concerns: (1) A single-focus program is not likely to be a suitable response to the needs of various types of persons (in need), (2) existing public agencies (schools or local governments) are likely to be relied on as the delivery system for programs. Indicates that, as with the target group, the capability of these agencies will differ relevant to the effectiveness of serving the population in need; and (3) the need to rely on personal choice for the decision to participate is difficult.

J

- Johnson, W.B. ***Workforce 2000: Work and Workers for the 21st Century.*** Indianapolis: Hudson Institute, 1987.

Discusses the challenges for the workforce in preparing for and accomplishing the needed changes in productivity and increased use of technology in the workplace. Problems of reconciling needs of families, ethnic diversity and employment skill needs with current educational outcomes discussed.

K

- Kentucky Department of Education. ***Project Excellence; Evaluation... the key to Excellence***. Final Report. 1987.

Provides quality standards for Adult Education programs, forms used for assessing compliance, and implementation of the evaluation. Quality is related to program goals and whether participants were able to acquire basic literacy skills necessary to function in society, become more employable, productive and/or responsible citizens. Forms address the range of topics, including whether a clear philosophy or set of goals exist, what types of facilities are used and available, recency of materials, topics covered (pre-literacy, literacy, consumer economics and academic related diploma subjects), use of instructional technology in the program, adequacy of staff training and information collected pertaining to types of students, their progress, and trends in ABE; and the extent of dissemination of those materials. Standards seem adaptable to any program or set of students.

- Kissam, E. ***The Vocational Rehabilitation of Migrant and Seasonal Farmworkers.*** Report to Rehabilitation Services Administration, Washington, DC: U.S. Department of Education, 1987.

The report presents a profile of available rehabilitation and training services. It identifies the training needs of the farmworker population and the problems encountered in obtaining training.

- Kissam, E. and J. Intili. ***Preliminary Results of the SAW Legalization Survey.*** Santa Rosa, CA: California Human Development Corporation, 1987.

The reports presents a profile of legalized farmworkers based on interviews with legalization applicants in northern California.

- Kissam, E. and J. Intili. ***California Farmworkers and their Families: Policy and Program Implications***. Santa Rosa, CA: California Human Development Corporation, 1988.

Report presents a detailed analysis of demographic subgroups among the Special Agricultural Worker (SAW) population and factors which affect these groups in their use of educational and social services.

- Koch, K.D., L. Mrowicki and A. Ruttenberg. ***Personal Stories: A Book For Adults Who Are Beginning To Read***. Book 1 and Teachers' Manual. Palatine, IL: Linmore Publishing, Inc., 1985.

Materials obtained from Western Curriculum Coordination Center (Hawaii). The materials are picture-based, to go along with classroom instruction—these are not self-learning for the early beginner. The approach is basically aural/oral in written form. The materials are apparently oriented toward adults who are from middle class backgrounds. The approach may be useful for migrant farmworkers, the cultural context seems less useful.

- Kozol, J. ***Illiterate America.***. Garden City, NY: Anchor Press/Doubleday, 1985.

Indicates the parameters of the crisis of illiteracy in America. Discusses the nature of literacy and illiteracy, and necessary elements of plans to address the problem.

L

No citations.

M

- Maclay, C.M. and E.N. Askov. ***Computer-Aided Instruction for Mom and Dad.*** Issues in Science and Technology Volume IV(1). National Academy of Sciences, 1987.

Describes efforts to use CAI to improve literacy. One pioneering project is Adult Basic Literacy Education (ABLE), implemented at Central Piedmont Community College in North Carolina. Technology for Literacy (TLC) is another, situated in the St. Paul, Minnesota, public schools; IBM's research on PALS in another effort. Institute for the Study of Literacy, part of Pennsylvania State University, is investigating the effectiveness of adult literacy courseware (running on the Apple IIe microcomputer with 2 disk drives, a color monitor, printer, and a speech synthesizer), that aims to improve the skills of low-literacy adults who are the parents of children receiving special instruction paid for by Chapter I funds. Indicates recruitment has been a problem; but thought computer-based (neutral) teaching would help; especially where their children were using them. Courseware uses a "whole-word" approach teaching 1000 high frequency and functional words that appear on application forms. Words are grouped in ten's, which form a lesson word set. The speech synthesizer presents multiple-choice and completion exercises so that the student can practice recognition of the target words. Feels the computer has helped with attendance (people are now beginning to show up more regularly and are beginning to bring their friends). At first served only 1-3 parents; recruitment has been easier as the program has become more well-known.

- Marshall, R. ***The Education Crisis and the Future of Our Economy.*** Paper presented to Carnegie Corporation Conference, Turning Points: Education in America in the 21st Century, Washington, DC June 1989.

Discussion of the stresses on the American educational process and how they are handled. Specific workplaces are not identified. Paper emphasizes the need for higher-order thinking skills, as well as the ability to deal with ambiguity and to rapidly adjust to change. Suggests problem in measuring workforce quality because average years of schooling and expenditures do not translate into high skill levels. Calls for a national campaign to address the problems.

- Martin, P.L and B. Mason. ***SAWS, RAWS, and Farmworkers.*** Sacramento, CA: Employment Development Department, California Agricultural Studies 90-1. August 1989.

This analytical paper explains the evolution and nature of California's labor-intensive agriculture, which has become dependent on migrant farmworkers. The effects of the provisions of the Immigration Reform and Control Act of 1986 (IRCA) regarding Special Agricultural Workers (SAWs) and Replenishment Agricultural Workers (RAWs) that generated more than 1.3 million applications for legalization are discussed. Since California represents approximately 57% of nationwide farmworker legalization efforts, the authors' information is useful in any study of the growing farmworker community's needs.

- McIlvoy, N.D. ***Literacy Is.*** Vocational Education Journal, April 1989.

Reviews the dimensions of the problem of illiteracy and makes recommendations for policies to address it. Indicates that with the exception of 2-year colleges, public education has not met its share of the increased demand for occupational training; business and industry have had to fill the gap. Cites demographic statistics for clients of adult education classes (Hill, 1987) as economically and educationally advantaged individuals seeking self-improvement and advancement. Minorities, individuals with less than a high school diploma, and low income persons tend to be underrepresented. The needed compensatory classes for these individuals comprise only about 5-7% of the adult education programs. While the largest number of illiterate adults are White, U.S.-born; the highest rates of illiteracy are among minorities (16% of white adults compared to 44% of Blacks and 56% of Hispanics are indicated as functionally illiterate, cf. Kozol). Indicates Job-Oriented Basic Skills (JOBS) will require many welfare recipients to attend state-sponsored, locally developed basic education and job training programs, for which Congress has authorized up to $7.8 billion by 1996. Indicates many need help in applying basic skills to their jobs.

- McKay, E. ***A Visual Summary of Hispanic Demographics.*** Washington, DC: National Council of La Raza (ERIC Document ED275 755, 274 754), 1986.

Discussion of illiteracy rates in relation to proportional representation in the 1980 census.

- Meyer, V and D. Keefe. ***The Laubach Way to Reading: A Review.*** Lifelong Learning. Volume 12(1) 1988.

Provides a critical review of the instructional materials provided to volunteers by Laubach Way to Reading—essentially a "bottom-up approach" emphasizing phonics and pronunciation instruction as an end to itself. Basic materials include four skill books with teachers' manuals, books of short stores and "checkups" tests which accompany each test. Supplemental materials, including short stories and a series entitled Focus on Phonics are provided. Reading is viewed in Laubach as "cracking the code," not as "meaning making." Discusses whether similar sounding consonants (m/n, b/d) should be presented at the same time; and whether consonants with different pronunciations (t,g,c) should be taught at the same time. The authors cite Cunningham (1983) and other current reading theorists, and say it may be confusing. Emphasizing vowels unnecessarily seems to curtail vocabulary introduction. Indicates no findings documenting the effectiveness of Laubach approach. Authors feel the approach has supporters because it is easy for literacy volunteers and tutors to use.

- Meyreles, R. ***Concept Paper: Farmworker Education and Employment for the Year 2000 and Beyond—A Strategy for Building Human Capital.*** Sacramento, CA: La Cooperativa Campesina de California, 1989.

Indicates the need to overcome educational deficits of farmworkers and help them prepare for the jobs of the future. Suggests multi-agency coordination between the Departments of Labor and Education to provide necessary financial support to the California Department of Education and JTPA 402 grantees. Indicates Section 402 grantees cannot, on their own, meet the very large needs for ESL, literacy and remediation that they find. Cites 60% of migrant farmworker students who drop out of school statewide; a mean educational level for newly legalized farmworkers of 5.4 years.

- Merced Adult School. Merced Union High School District. ***Skill Requirements and Competency List.*** Course Materials. Merced, CA, 1990.

Describes skill levels within competencies, and priority sequence for teaching skills. Competencies listed include: Use of community resources, occupational knowledge, consumer economics, and health. Beginning, Intermediate and Advanced levels are described in terms of behavioral outcomes required for each level within each subject area.

- Mines, R. and P.L. Martin. ***A Profile of California Farmworkers.*** Davis, CA: Giannini Foundation of Agricultural Economics. Giannini Information Series No. 86-2. University of California at Davis, Division of Agriculture and Natural Resources. July 1986.

This survey and report identifies the number and characteristics of farmworkers in California, the nation's largest labor-intensive agricultural state. The profile emerging from the study in 1986, obtained by a comprehensive field survey of 1,300 farmworkers throughout the state, contains information still valid for service program planners today on the need for adult education and other services for farmworkers.

- Monterey Peninsula Unified School District Course Outlines and Selected Materials from ESL Program.

Describes three different courses: Orientation and Beginning, Level-I; Intermediate, Level II; and Advanced Intermediate, Level-III. All stipulate outcome competencies. Course I emphasizes ability to handle routine adult requirements entailing personal information and communication, money and banking, transportation, food and restaurants, comparison shopping, health, telephone, employment vocabulary, holiday recognition. Course II emphasizes ability to handle more advanced but still routine adult requirements for the same topics, extended to include housing, community resources, and job referral sources. Course III emphasizes ability to handle more advanced but still routine adult requirements for the same topics, extended to include computing discounts, identifying methods of financing. Placement test form provided indicating oral and picture stimulated communication.

N

- National Center for Research in Vocational Education. ***Developing a Curriculum in Response to Changing Options***. Ohio State University: NCRVE, 1987.

Reviews curriculum development steps (occupational analysis, verifying analysis, analyzing verified skills, translating competencies into performance objectives and sequencing terminal performance objectives) for developing adult vocational curricula. Curriculum development, adult learning, and program retention issues are discussed and seem relevant for this project.

Principles of curriculum development: building on current knowledge, discussing how skills fit into "the big picture"; sequence tasks and content for early need (e.g. skill sub-requirements of tasks); sequence based on normal job sequence (even if this means more difficult tasks come first); sequence for frequency of use (learn tasks done more frequently or in appropriate order); sequence from simple to more complex elements; sequence to provide exit points to sub-occupations; sequence to initiate and maintain student interest.

Principles of adult development and learning theory emphasize the need to remove barriers to participation: e.g. schedule and locate classes for convenience of participants, stop charging full-time fees for part-time participation, offer appropriate courses of study, and provide for transportation and child care needs. Cites Cross (1981), and Darkenwald and Merriam (1982) about psychosocial barriers: negative evaluations of the usefulness, appropriateness and pleasure from engaging in adult education or one's own ability to undertake, persist, or do well (compete) and relate to myths about aging, learning and intelligence as well as previous educational experiences. To reduce these attitudinal barriers, cites Chickering (1981) about institutional opportunities to build in different types of relationships between faculty and students ("model," "resource," "colleague") addressed to the developmental stages and styles. Cites 2 adult development principles: a) movement away from dependency toward self-directed learning (implying institution can reinforce this and will reinforce the mode of learning characteristic of adulthood, citing Mezirow, 1981); and b) adults accumulate experience that defines a person as unique, and each can be a resource for learning (implying instructors should identify what learners can offer to each other, use experiential techniques, small groups, seminars, field trips, simulations, games, and case studies). Also discusses six factors in learning that may be age-related: a) pacing or learning speed seems to decrease with age (implying reduction of time constraints and need for self-pacing); b) importance of personal relevance and familiarity of materials; c) motivation for learning and interest in activities is critical; d) level of formal education; e) level of social class; and f) level of physical health.

Summarizes crucial aspects of situation as: amount of structure provided for intellectual tasks given to students, degree of diversity in the situation, amount of direct experience provided in relation to more cognitive content, and the degree of personalized attention. Students at the lower stages need more structure, less diversity, more direct experience and personalized classroom experiences.

Much greater emphasis on analysis of dropout rate than on retention rate. The literature on dropouts from adult education programs (both vocational and academic)is reviewed in terms of contextual and teaching-learning factors. Context factors (administrative or organizational, e.g. frequency and length of class meetings, class size, provision of support services) include (a) shorter classes heighten students' persistence even when other variables are considered (fewer than 20 sessions seems to be key); (b) less-frequently held classes are associated with greater persistence (weekly or biweekly a threshold); (c) relationship of class size as a factor is less clear because results are mixed when support services and an adult physical environment are provided.

Teaching-learning factors (e.g. expectations, motivations, overt behaviors, class climate and interaction factors) include (a) congruence with students' needs and objectives; (b) clear and attainable goals or expectations; (c) demonstration that the experience will lead to satisfying their needs or objectives. Actual teaching or training method seems to have little impact on the dropout rate, unless it works through "content relevance," which is significant.

- National Center for Statistics. ***Adult Literacy Programs: Services, Persons Served and Volunteers.*** Washington, DC: Office of Educational Research and Improvement (OERI) Bulletin, U.S. Department of Education. April 1986.

Basic literacy, pre-GED, and oral and written ESL instruction are examined. Most of the programs provided training for volunteers, averaging about 13 hours. Laubach materials used by 59% of programs; others used a variety of self-developed materials. Largest problem was recruiting volunteers. Survey by Westat indicates percent of programs providing instructional services by type of program in the following excerpted table:

Percent of institutions offering the following programs

	Basic Literacy Reading, writing math <4th grade	Pre-GED Grade 5-8 Instruction	GED Grade 9-Completion	ESL oral for non-native spkr	ESL oral & written
Adult Ed	88%	77%	83%	27%	55%
Local adult Literacy programs	81%	40%	26%	18%	64%
Rural	87%	72%	72%	20%	44%

Most institutions had short waiting lists; literacy programs had longer waiting lists. No discussion of students who attended programs.

- **NAWS.** Unpublished preliminary analyses of the U.S. Department of Labor's National Agricultural Workers Survey. Washington, DC: U.S. DOL, Office of Policy Analysis, 1989.

- New York State Adult Literacy Program. ***Marketing Your Adult Literacy Program; A "How To" Manual.*** New York: Office of Occupational and Continuing Education, New York State Education Department, 1987.

Provides a systematic approach for identifying, locating and marketing to the population at risk. Identifies age, gender, income level, reading level, geographic location, transportation habits, points of contact with public system, ethnicity and background as the most relevant characteristics to be considered of the target group. Underscores the need to connect the offerings of the program to real needs the population has and, if possible, develop input on what these needs are from the population members themselves; in other words, to sell the program to the intended audience. Discusses tips for using media and community contacts, how to evaluate the success of a marketing plan; and ways of structuring student responses.

O

No citations.

P

- Pacheco, A.L. ***Northern Nevada ESL Teacher Training Project Handbook.*** An Evaluation of the Laubach Streamlines Series and the Clovis Life Skills Modules. Truckee Meadows Community College, 1980. ED 239031.

Program aims: to identify and meet the needs of recent immigrants in survival level English proficiency, and to develop techniques to retain the individual in class once they have been attracted to the educational program. A general problem with ESL materials was that they require some prior knowledge of English and provide too much detail and unnecessary vocabulary. Laubach is organized by sound, not by level of difficulty or subject matter, and is useful primarily with lowest level students working on pronunciation, listening and reading comprehension. Life skills vocabulary is not provided quickly enough, lessons are presented in context relative to children, not adults, and grammatical instruction is not presented. Clovis LifeSkills Materials are a set of 29 modules based on lifeskill situations. Each module contains handouts on 2 levels, so teachers can use the materials best suited for their students. The vocabulary is difficult for non-readers but is useful and realistic. Lessons include quite a bit of simple math (percentages for tips, cost per pound, menu prices) and use idioms. They are written for use in California (tax rates and voting laws). There is no particular sequence. Weakness is that tests do not correlate with lesson vocabulary. Sample lessons include: getting a doctor's appointment, eating out, riding the bus, car maintenance at home and at the garage, coins and currency, comparative shopping, cultural arts, how to find a job and be interviewed, health needs of women, children and men; traffic signs; social security; rights when arrested; obtaining personal documents. A lesson-by-lesson critique of both sets of materials is included.

- Pima County Adult Education, Pima Adult Education. ***ESL Literacy.*** A Demonstration Project for Adult ESL Students with Low Level Reading Skills. Tucson, Arizona: 1986.

Describes resources and activities used in a program that provides ESL non- and low-level readers opportunities to acquire reading skills; and which separates instruction aimed at literacy acquisition from academic-oriented classes. Advocates adaptation of ***Words in Color***, ***Personal Stories*** and other texts for these ESL students. No discussion of the characteristics of the students served, how the process actually worked, or specific outcomes provided. Sample exercises for students are provided. Recommends holding classes concurrent with child care, an individualized approach, and scheduling literacy with ESL classes.

- ________. ***HELP (Handbook of Effective Lesson Plans).*** Undated.

A collection of lesson plans for instructors of ESL for adults to use to supplement their personal strategies. Lessons are organized in seven subject areas: English grammatical structures, reading/writing; conversation/oral communication with vocabulary and idioms; coping/survival skills; games; and customs/cultural awareness. Each plan is presented in a common format indicating subject area, topic and skills focused on, relevant to subject area, contributor, level (beginning, intermediate or advanced student) and approximate time involved to teach; purpose of the lesson; required materials; and procedure for teaching the lesson. Purposes served by lessons cut across population groups (i.e. teaching the difference between some and any); but plans do not indicate if activities recommended are particularly appropriate for any group or how they work, given a certain set of needs.

- Proceeding from National Conference on Adults with Special Learning Needs. American Association for Adult and Continuing Education and Gallaudet University, co-sponsors, 1988.

Proceedings indicate nature of mandate for adult education and program characteristics which are deemed necessary for a successful learning experience.

Q

- Quickel, R.L. and J.E. Wise. ***Horry County Reading Crusade***. Final Evaluation Report. 1981-82. ERIC document 221 315.

A joint crusade undertaken by the Literacy Council and the school district. All mentally capable and willing, non-reading and poor reading adults (less than fourth grade) were targeted for one-to-one tutoring, following Laubach materials, to increase their reading skills. The evaluator did formative audit evaluation quarterly, and trained staff to administer pre-post the ABLE (Adult Basic Learning Examination, Level 1, Test 2, Form A for Reading). Sixty-seven students participated in the program; 39 of whom were classified as non-readers; none were Hispanic, 22% were Black, 3% were Asian, 75% were white. For the non-reader group, 10% made zero or no gain, 51% gained enough to read at first grade, 38% gained enough to read over first grade. Similar gains were experienced by this group in the other two years. Of the 28 in the poor-reader group, 1 student (4%) was Hispanic, 32% were Black, 4% were Oriental, and 54% were White. Fourteen percent lost a grade level; the remaining students experienced gains from 1.1 to 6.0 grade levels. Paper describes program staffing and profiles of students who did well.

R

- Rabideau, D. ***Literacy Options for Non-Native Speakers of English***. New York: Literacy Assistance Center, 1989.

Excerpts a conference on teaching basic skills to Non-native speakers of English.

- Refugee Materials Center. ***Bibliography***. Kansas City, MO: U.S. Department of Education, 1986.

Lists a range of materials appropriate for a variety of ethnic groups—Hispanic not included. References limited to titles and material cost.

- Rynders, P. ***The Hidden Problem: A Guide to Solving the Problem of Illiteracy***. Waterford MI: Minerva Press, 1987.

Identifies diagnosis and recruitment as two major problems with addressing illiteracy. General discussion of illiteracy and the basic education institutions and associations which address it.

S

- Spence, M.C. ***Parents and Children Together (PACT)***. Pleasant Gap, PA: Centre County Vocational-Technical School, Development Center for Adults, 1986.

Discusses approach for parents to develop story telling and coaching skills for working with their children. Provides activities. Depends on already developed parents' reading ability to implement. No discussion of outcomes from activities or specific characteristics of parents and children.

- Sticht, T.G. and L. Mikulecky. ***Job-related Basic Skills: Cases and Conclusions***. ERIC Clearinghouse on Adult, Career, and Vocational Education, 1984.

Explores job-related basic skills required by the workforce. Does not include agriculture, but insofar as written materials in agriculture are similar to other occupational sectors, indicates required reading ability is 10th grade or above. Describes an approach to instructional system delivery (ISD) based on military occupation needs, but which imbeds general principles of functional context training (the principle that skills and knowledge are best learned if they are presented in a context that is meaningful to the person), increasing time on task (the principle that learning occurs best when the person is actively engaged in information processing—seeking transforming and reporting information), and competency-based mastery learning (the principle that the skills and knowledge taught in basic skills programs should be derived from a person's occupational setting and that learning goals should be stated in terms of acquiring the competencies the individuals need in order to perform on the job). Indicates the development of rapport and trust are of primary importance.

T

- Terdy, D. (Project Director). ***Home English Literacy for Parents: An ESL Family Literacy Curriculum.*** Des Plaines, IL: Northwest Educational Cooperative, September 1989.

Project H.E.L.P. was developed for a "typical" adult ESL education program. It takes into account the possibility of irregular attendance, participants with varying language skills, and already existing parenting skills. Implemented on a five hour per week basis at each of seven school sites in a suburban Chicago area. Students' instructional levels are described in oral and written English particular tasks, following the Mainstream English Language Training (MELT) Refugee Curriculum Student Performance Level approach. Two series of units are provided, both competency-based. The first series pertains to: banking/bills (buying and completing a money order, reading and paying bills); clarification (seeking/expressing need for); directions (Using maps/following directions); emergencies; employment (forms and work history); health (identification and description of illnesses/injuries, making appointments); housing (describing interiors, finding, reporting problems); personal identification; shopping; and social language. The second series covers U.S. school process orientation (e.g. transportation to school, parent-teacher conferencing and parenting issues). Manual includes standards for beginning, intermediate and advanced at competency levels, and vocabulary, grammar, and content in lessons.

- Terdy, D. ***Content Area ESL: Social Studies.*** Palatine, IL: Linmore Publishing, 1986.

A text written for intermediate level LEP students at the secondary level, to prepare for transition into "regular" content area classrooms. Each lesson provides grammar, vocabulary, reading (text and graph) and writing practice in the context of current social and/or historical literacy.

U

- U.S. House of Representatives. The Even Start Act—HR2535. Hearing, 99th Congress, 1st Session, November 20, 1985.

Discusses funding for public pre-school programs for integrating adult literacy training for parents with school readiness activities for preschool children.

- U.S. Department of Agriculture, Food and Nutrition Service, Office of Information. ***Guidelines: Writing for Adults with Limited Reading Skills.***

Developed to assist in preparing written informational materials for adults with limited reading skills. The intent is to facilitate gaining knowledge from the prepared messages. Key guidelines stated are: know the characteristics of the audience, identify and organize the message, present material in a way to get and hold their attention long enough to retain the message. Key points are that (1) visual cues are important to the reader in order to clarify and interpret a message; (2) consistency is important; (3) logical sequencing is important; (4) complex ideas should be broken down into basic points with supporting information; (5) summarizing is a good way to refresh a reader's memory; (6) the writer cannot depend on contextual cues to communicate; and (7) formatting to attract the attention of the reader is essential. The article suggests using words appropriate to the cultural and environmental backgrounds of the readers along with frequently used written words within the English context; use action verbs for writing; and use sentences 8-10 words in length. Article provides a checklist and evaluation sheet for preparing written materials; and two formulae for assessing reading difficulty (Fry and SMOG).

- U.S. Department of Education, Division of Adult Education, Clearinghouse on Adult Education, 20202-9515: ***ABE/GED in Community Colleges; A National Study.*** Washington, DC: June 1988.

Fifteen states use two-year educational institutions (community colleges) to deliver all or a large share of their ABE and GED services. Estimates that 54-64 million are eligible for ABE programs, although only 2-4% of the target population participate (cited by Grede & Friedlander, 1981). Lombardi (1978) predicts ABE will be transferred to the community colleges by the year 2000. Summarizes the criticism of ABE to date as follows: inadequate preparation of instructors; lack of full-time commitment of staff to ABE; absence of sufficient counseling and other student personnel services; poor facilities; limited choice of instructional materials and equipment; inability to group students by achievement levels; and limited integration between ABE and vocational or career education.

- ________. ***Adult Illiteracy in the U.S.A.: A Little or a Lot?***

Presents a historical perspective on prevalence and definition of illiteracy in the U.S. Estimates on its prevalence range from .5% in 1980 (yielding about 1 million individuals 14 years and older); to 13% (yielding 17 to 21 million 20 years and older); to 54% in the national Adult Performance Level (APL) study done during mid-70s. Definition cited from APL is the ability to apply skills to several major knowledge areas which are important to adult success. These skills include communication (reading, writing speaking and listening), computation, problem solving, and interpersonal relations. General knowledge areas important to life success are occupational knowledge (e.g. reading job notices), consumer economics (e.g. making change) health (understanding insurance), community resources (locating needed services) and government and law (understand warranties or contracts). The National Assessment of Educational Progress study (NAEP), conducted by ETS in 1985, adopted a definition of literacy as the ability to "Use printed and written information to function in society to achieve one's goals and to develop one's knowledge and potential." Their study found that grade level attainment was not a good indicator of literacy. Twenty percent of young adults cannot read as well as the average 8th grader, although 98% had finished eighth grade.

- ________. J. F. Campbell. ***A Survey of the State-of-the-States for Competency-Based Adult Education.***

Indicates prevalence of CBAE and states' self-reported level of commitment to it. Nine (9) states reported they were strong supporters of CBAE (CA, HI, MD, MA, MT, NV, NJ, NY and TX); 8 states reported not using it at all in their local programs (DE, NE, NC, ND, OH, SC, TN, and VT); others fall in between. Part of the issue indicated is the teaching cadre. While 94% of adult education teachers are certified by a state, only 32% have special certification in adult education. Many teachers are part-time and do not have the resources to develop materials. Summarizes problems entailed in the use of CBAE; respondents who were *not* committed to it felt that: a) CBAE was burdensome (time and money required in development of materials); b) a national outcomes test is needed that is oriented to CBAE model; problems cited with measurement, recordkeeping and reporting in individually based instructional systems, c) CBAE approach conflicts with meeting students' personal goals and needs; it does not have the flexibility that individual adults need; d) the definition of CBAE in practice is unclear, confusing methodology with materials; e) opposed to a standard core curriculum; the need to encompass a wide variety of teaching approaches and goals makes CBAE too unwieldy to develop a single set); e) object to emphasis on "to know" skills—prefer emphasis on process skills or "Carnegie units"; and f) difficulty of developing strategies to fund an outcome-based system.

- ________. ***Digest of 310 Evaluation Methods***. Washington, DC: U.S. Department of Education, February 1987.

Analyzes problems with Adult Education programs; provides techniques for assessing effectiveness; and lists programs in operation in 1987.

- ________. ***ESL Notes***, Division of Adult Education and Literacy, November 1989.

Indicates that at least half of all ABE participants are enrolled in ESL classes; higher percentage in the states of CA, CN, IL, MD, MA, NM, NV, TX, UT and the commonwealth of Puerto Rico. Hispanics were cited as the largest language group enrolled in ABE-ESL classes. Also lists resources and the establishment of an adjunct ERIC clearinghouse on Literacy Education for Limited English Proficient adults and out-of-school youth at the Center for Applied Linguistics (CAL) in September 1989.

- ________. J. L. Mark (ed.) ***LET ABE DO IT***; Basic Education in the Workplace, 1987.

Annotated listing of workplace literacy programs. Four programs related to the agricultural workplace are listed; none work with migrant farmworkers, although some work with settled out farmworkers: 1) Community College/Company Partnership, from the Blue Mountain Community College, in Pendleton Oregon; 2) Planters Suffolk City Schools Training Program in Virginia (workers such as truck drivers or mechanics attend worksite class; 3) Idaho State University Vocational-Technical School (works with potato processors, most of whom are illiterate settled out immigrants); 4) Nassau County Business Connections, Fernandina Beach, FL, (worked with dairies).

- ________. J. T. Parker. ***Effective ABE Staff Development***, March 1987.

Based on staff development research from both the Adult Education and K-12 communities, this monograph distills principles and techniques for effective ABE staff development. Indicates over $3 million is invested by states each year in Section 310 projects to improve staff competencies; and that these funds are supplemented by State and local funds for a variety of training activities. Principles are listed and accompanied by approaches for assessing their implementation, a form for concluding what action should be taken in that regard and why; and a rating sheet for its implementation. Principles include: staff participation in planning for staff development (needs assessed, ABE program director involved, participants evaluate their experience); institutional policies should support staff development activities (on-going, orientation for new staff, relation to state or local priorities, linkage to professional development plan); training conditions facilitate effectiveness (timing, comfort, incentives, trainer qualifications, experimentation); staff development time ample for learning, practicing, mastery and application of the concepts taught; development activities recognize individual learner needs and diversity; evaluation is an integral component of staff development.

- ________. ***NEWS: Cavazos Announces New Even Start Awards***, October 1989.

Announces a new family-centered approach to education which includes 3 single-year awards to Migrant Education sites, with potential for continuation of funding over four years. With Even Start, parents of children in migrant education programs will receive assistance in helping prepare their children for success in school. The three sites are located in Louisiana, New York and Washington.

- ________. ***Practices Used in English as a Second Language Classes for Adults***, July 1988.

Provides activities for topics such as vocabulary development, understanding the community through maps, using time cards, and cooperative learning. Level of ESL (beginning, intermediate or advanced) to which the activity is appropriate is specified. No mention of strengths and weaknesses of activities or groups with whom they have been used.

V

- Villarejo, D. ***Farm Restructuring and Employment in California Agriculture***. California Institution for Rural Studies, Davis, California, 1988.

The report presents a methodology for establishing farmworker population size based on Workers' Compensation (WC) data rather than Unemployment Insurance (UI) data. Since UI data for farmworkers may be misleading in many states, due to the exclusion of small farms, this use of WC data is promising.

- Villarejo, D., L. Estrada, and P. Barnett. ***Critique of P.L. Martin & J.S. Holt, "Migrant Farmworkers: Number and Distribution."*** Davis, CA: California Institute for Rural Studies, 1987.

Critiques a 1986 national study undertaken by Martin and Holt for the Legal Services Corporation to develop a method of using published data sources to establish the number, character and distribution of migrant farmworkers in the U.S., ostensibly for policy-making and program funding purposes. The authors of the critique identify a number of structural and procedural problems in the original work that they claim flaw the results, and offer other approaches. The debate itself about the merits of the methodology is valuable for researchers, investigators and policy makers in addressing nationwide services to the farmworker community.

W

- Western Curriculum Coordination Center. ***Blueprint for Tutoring Adult Readers***. Honolulu, HI: Center of the National Network for Curriculum Coordination in Vocational & Technical Education, 1986.

Contains criteria for being a tutor, such as "open-mindedness" and flexibility, expectations (at a minimum meeting twice a week for about an hour with the client), planning and conferring with the program director or volunteer coordinator. Indicates clients typically "lack self-confidence due to repeated failures and may be erratic in attendance." A step-by-step guide to getting acquainted and tutoring is provided. Effort is made to indicate that the tutor's responsibility is not limited to tutoring, and that an overview of the plan for each meeting, a lesson designed around the client's real "wants and needs" in a real life situation, and an evaluation by both parties, should be part of the tutorial program.

- Wilk, V. ***The Occupational Health of Farmworkers***. A Report Prepared for the Migrant Health Program by the Farmworker Justice Fund. Washington, DC, 1986.

The definitive study of the health status of migrant farmworkers. Data are not nationally representative, however, because of the preponderance of midwestern farmworkers in the data set.

- Wimer, M. (Project Coordinator). ***Teaching the Hard-to-Reach: Working with Releasees and Probationers***. A Handbook for Adult Educators. Huntsville, Texas: Region VI Education Service Center, undated.

Relevant for the development of acceptable work and social skills: establishing a positive self-image, exploring educational possibilities, filling out job applications and looking for a job, communicating with others, money management, making decisions critically, banking and credit options, housing options and problems, insurance options and problems, car buying and care, and safety.

- Woods, N. ***Beginning a Literacy Program***. Adult Literacy Action, Pennsylvania State University (Date unknown).

General overview for setting up a tutor-based literacy program. Provides student intake forms including reasons for registration (such as desire to read and comprehend better, prepare for the GED, help children, spell and write better, to help with job search), and reasons for departure and/or re-entry; also provides a student interview assessment form. Tutor data sheet is also included.

- ***The Writing Wheel: A Writing Skills Program for ABE Students.*** Exercises. Lewiston, PA: Adult Education, Juniata-Mifflin Area Vocational-Technical School, undated.

Presents a list of exercises with rationale and tips on usage. Level of competency required or specific issues/outcomes for different student populations not discussed. Seems appropriate for fairly advanced, U.S.-born students interested in pursuing careers requiring academically correct skills (e.g. avoiding use of obsolete words).

X

No citations.

Y

No citations.

Z

- Ziegahn, L. and K. Black. ***Plan for Competency Based Adult Education (CBAE) in Montana.*** Montana State University, July 1988.

Description of competency-based classroom model and sample statements of jobs knowledge (including reading, writing, computation, verbal and listening skills, affective and other skills), consumer economics (including reading, writing and computation skills), community resource knowledge (including reading, communication, affective skills), government and law (including only reading), and academics (including reading, writing and computation).

REVIEW OF STATE PLANS FOR ADULT EDUCATION

This report comprises a review of plans for Adult Education submitted by individual states to the U.S. Department of Education. Plans for the States of Alaska and Hawaii and the Commonwealth of Puerto Rico were not reviewed and are not included.

The plans are primarily funding applications developed by the states in accordance with the specific instructions of the U.S. Department of Education. They respond largely to specific information required by the department, and may provide information not pertinent to the purpose of this project. Moreover, as the planning documents are intended to cover a four-year projection, they generally lack specificity. As noted in the *Review of the Literature*, each plan reflects its state's general areas of concern.

A number of state plans do not evidence specific educational programs for adult migrant and seasonal farmworkers. It is important to note, however, that the *Adult Migrant Farmworker and Immigrant Education Program* of the *Adult Education Act* was not funded at the time these plans were submitted, thus a number of plans simply state that services will be provided for adult migrant farmworkers if and when the program is funded. A number of states also indicate that farmworkers attend available adult basic education classes or that services to this population are provided through other special sources.

The level of needs assessment, the detailing of issues relevant to serving adult migrant farmworkers and immigrants, service delivery strategies, and planning objectives vary greatly from state to state. Although detailed information is not available in the plans, this review serves to highlight some themes of general concern. It should be noted, however, that the review of the plans did not provide a means for determining the need for curriculum development nor for identifying the actual state of the art.

The absence of information in the plans about educational services to the adult migrant farmworker community as a "target population" suggests that this specific issue has had little or no priority in most states. While it is recognized that hard data on the migrant farmworker community are difficult to assemble, only a few states demonstrate evidence of reviewing the data that are publicly available. *The dearth of information in the state plans indicates a critical need for coordinated and detailed planning at federal, state and local levels to provide educational services for this unique population.*

This key applies to the following table of state plans:

✓ Implemented ○ Not Implemented

State	Regular ABE	Special Program	Comments Relevant To Project
AL	✓	○	MSFWs in 3 areas of state; accommodated through existing programs.
AZ	○	○	The following services are planned if federally funded: reading, writing, computation, citizenship, science, GED, ESL, pre-vocational learning, family life, arts. Adult literacy volunteer training also planned. Immigrant education and migrant farmworker education not separated.
AR	○	○	The following services are planned if federally funded: math, reading, consumer education; life skills, job-seeking skills, coordination with other agencies seen as problems. Immigrant education and MSFW education not separated.
CA	✓	✓	Notes differences in acculturation and educational achievement among non-white ethnic/racial groups and high rates of English language deficiency among Asian and Hispanic groups. Expects more migrants to settle out in California. Plans to complement private and other current providers. MSFWs discussed apart from immigrants.
CO	○	○	The following services are planned, if funded: reading, writing, computation, job-seeking, job-keeping, citizenship. Plan to use available LEAs. Immigrant education and MSFW education not separated.
CN	○	○	The following services are planned if federally funded: listening, reasoning, problem solving. Immigrant education and MSFW education not separated.
DE	✓	✓	12,600 MSFWs in Delaware, the majority in Sussex county. Special migrant programs exist; state plans to augment these, as well as target population centers with "minorities" in already existing programs.
FL	○	○	Planned. Nothing listed.
GA	ESL	Coordinate with private providers	While a statewide program does not exist, ESL classes use aggressive recruiting techniques. Issues: ESL, SLIAG, fraternal organizations, and cultural awareness among local civic organizations and local populations in general.
ID	○	SLIAG	At least 10,800 MSFWs reported; also notes agreements between Dept. of Education ABE classes and HHS for SLIAG contracts not separating MSFW education from immigrant education. Cites an 8% overall adult MSFW literacy rate. Gives priority to curricula which follow a scope and sequence competency continuum designed to integrate English, life skills, and basic citizenship skills with general education.

State	Regular ABE	Special Program	Comments Relevant To Project
IL	✓	✓	The following services are planned if federally funded: dropout recovery and targeted ABE. The Illinois Migrant Council serves the population along with SLIAG-funded programs. Immigrant education and MSFW education not distinguished.
IN	○	○	Services are planned if federally funded. ESL with strong life skills component, acculturation and on-site classes indicated as concerns. Immigrant education and MSFW education not separated.
IA	On-going Program Component	SLIAG	Discussion in terms of SLIAG primarily. Statistics show only 240 ELAs likely; ABE classes considered sufficient.
KS	○	○	Services are planned if federally funded. Thinking skills and literacy identified; also the need to tie basic skills more closely to job skills training and programs that lead to meaningful employment.
KY	✓	○	18,000 MSFWs in 1980; functional illiteracy and lack of credentials identified as needs. ABE programs are major vehicle; Agricultural upgrade and employment training discussed.
LA	○	○	The following services are planned if federally funded: Literacy, GED, citizenship, ESL. Immigrant education and MSFW education not separated.
ME	○	○	Services are planned if federally funded. Includes problem-solving skills. Immigrant education and MSFW education not separated.
MD	○	○	The following services are planned if federally funded: ABE, ESOL, literacy, GED. 5,000 migrants (50% Hispanic; 20% Haitian; 25% Black; 5% other); most reside out-of-state. Most (70%) are English proficient. Haitian and Hispanic groups are not English proficient, however, and are illiterate in their native languages, but have children who are literate. Most also lack GED. Plan projects 1,900 ELAs; and 3,000+ program participants. Distinguishes between needs of immigrants and MSFWs.
MA	○	✓	Small population, working in tobacco, fruit and vegetables. Largest number are Hispanic and Jamaican, with increasing Asian participation. Anticipate further support of private organizations already serving the population (and with whom they have been collaborating for SLIAG services). Identifies oral/aural and written communication needs within a survival skills context, native language literacy and facilitated entry into full ABE and employment training services. Distinguish between needs of immigrants and MSFWs.
MI	○	○	Services are planned if federally funded.

State	Regular ABE	Special Program	Comments Relevant To Project
MN	○	○	Services are planned if federally funded.
MS	○	○	Services are planned if federally funded.
MO	✓	○	Services are planned if federally funded. Basic skills/ESL, GED, family education, will be part of regular ABE. Notes special hours needed by MSFWs are accommodated by Learning Centers.
MT	✓	○	815 migrant children served. Work in beets (Yellowstone Valley) & cherries (Flathead Valley); some settled out in Dillon. Only 75 ELAs identified, thus current ABE programs considered sufficient.
NE	○	○	Instruction in basic skills, English lit, citizenship and life skills. Six education projects which coordinate with Human Services and Education. Provide counseling.
NV	○	○	Served through existing state and federal literacy education programs. ESL, life skills & family literacy cited.
NH	○	○	Will serve with existing agencies; coordinate with SLIAG.
NJ	✓	✓	Services are planned if federally funded: Estimate 5,000 migrant workers at peak season, majority are men from Puerto Rico, ages 18-44. Arrive in April and leave in November with fewer than 10% remaining throughout the year. Expect existing ESL programs to serve this community. Issues: services beyond normal school year and 5-day work week; inclusion of family activities in instructional program; programs designed to meet language and cultural orientation requirements; use of ancillary services to foster greater participation in ABE.
NM	○	○	Services are planned if federally funded, following skills contained in the Act. Considering competency-based education as a criterion.
NY	✓	○	State has a large migrant population; is concerned with the abrupt termination of services to persons who have aged out of the programs but are still functionally illiterate in English, do not have a GED, or cannot obtain employment other than as a migrant worker. Sees existing tutorial program as sufficient if it is closely coordinated with the Bureau of Migrant Education which has a system for tracking migrant families and an existing delivery system.
NC	○	○	The following services are planned if federally funded: adult literacy skills (GED or high school instruction); transportation and child care services. Some native language instruction possible. Three levels of ESL cited (beginning, intermediate, advanced).
ND	○	○	Services are planned if federally funded.

State	Regular ABE	Special Program	Comments Relevant To Project
OH	○	○	Services are planned if federally funded.
OK	○	○	Does not indicate plans for MSFW population.
OR	○	✓	Plan to extend services already provided (by CBOs and LEAs) to MSFWs. Reports they have a strong voice on the State Advisory Committee for Adult Education and Literacy. Does not distinguish between immigrants and MSFWs.
PA	○	○	1980 Census reports over 90,000 farmworkers hired. 68% hired for less than 150 days. 82% are school drop-outs; average 6th grade education. Low percentage of MSFWs have GED: Hispanics (7%); Blacks (11%) and Anglos (32%). Majority of MSFWs are functionally illiterate and need assistance with reading, comprehension and computation.
RI	○	○	Will coordinate with New England Farm Workers Council, SER-Jobs for Progress or Literacy Volunteers of America. Will offer child care and school-related activities, transportation and home-based instruction, as possible.
SC	○	○	Plan to encourage workplace literacy programs and other existing programs to incorporate migrant farmworkers. Does not distinguish between immigrant education and MSFWs education needs.
SD	○	○	Groups MSFW and immigrant education together. Plans to work with employers and educators to outline strategies. Priorities are citizenship, ESL, ABE and GED (in that order). ABE provided services to 199 immigrants during FY88. Projected to increase.
TN	○	○	Does not indicate plan for this population.
TX	✓	✓	Texas Employment Commission reports 30,000 MSFWs registered for work, but assumes that the total number is closer to 150,000. Education services are provided to about 127,000 migrant children. A 1988 report by Motivation Education & Training, Inc. (MET) indicates that almost 50% of MSFWs have less than an 8th grade education; 42% do not possess adequate communication skills in English, and 29% speak no English. 400,000 immigrants have applied for legal status under IRCA. Outreach coordinated with INS has involved many in LEA and CBO classes. The 1975 state plan offered bilingual adult basic skill and secondary education programs. Additional funding will emphasize academic, life skills and English language training.

State	Regular ABE	Special Program	Comments Relevant To Project
UT	○	○	Indicates "the following projects are appropriate for meeting the educational needs of these populations: a) ESL (speaking, listening and community orientation); b) basic education (reading, writing, computation, problem-solving, personal relations and critical thinking); c) GED preparation; d) adult high school completion instruction; e) vocation-specific training for job entry, maintenance and economic self-sufficiency, including training for seeking and applying for a job."
VA	✓	○	Services are planned if federally funded. Language skills, basic skills, and life skills stressed. ESL-based Adult Education will be stressed (not native language instruction). LEAs will be main vehicle.
WA	✓	✓	Immigrants are largest part of current ABE participants. Will continue.
WV	○	○	Indicates Eastern panhandle of state during apple harvesting is the only substantial site for migrant farmworker population; estimated count is 1,000 workers. Will work with existing agencies to enroll in local part-time classes. A full-time class is possible if the interest is there; in-service will be provided concerning how to serve this population.
WI	○	○	Indicates ESL and ABE as types of appropriate projects. Places special emphasis on non-traditional scheduling and coordinating with migrant youth programs. Will try to use inter-generational program models and worksite locations.
WY	○	○	No plans for farmworker population listed.
DC	○	○	No record of farmworker activity.

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SPECIAL RESOURCES

Adult Education Resource Center, Glassboro State College, 307 Girard Road, Glassboro, NJ 08028. (609) 863-7131.

Aguirre International, 411 Borel Avenue, Suite 402, San Mateo, CA 94402. (415) 349-1842.

American Farm Bureau, 600 Maryland Avenue SW, Washington, DC 20024. (202) 484-3612.

Association of Farmworker Opportunity Programs, 408 Seventh Street SE, Washington, DC 20003. (202) 543-3443.

Business Council for Effective Literacy, 1221 Avenue of the Americas, 35th Floor, New York, NY 10020. (212) 512-2415.

California Department of Economic Opportunity, 700 North Tenth Street, Sacramento, CA 95833. (916) 322-2940.

California Department of Housing and Community Development, 1800 3rd Street, 3rd Floor, Sacramento, CA 95814. (916) 445-4782.

California Institute for Rural Studies, 221 G Street, Suite 204, P.O. Box 2143, Davis, CA 95617. (916) 756-6555.

California Rural Legal Assistance, 2111 Mission Street, Suite 401, San Francisco, CA 94110. (800) 553-4503.

CATA (El Comité de Apoyo a los Trabajadores Agrícolas) Farmworkers' Support Committee, P.O. Box 458, Glassboro, NJ 08028. (609) 881-2507.

Center for Applied Linguistics, 1118 22nd Street NW, Washington, DC 20037. (202) 429-9292, 429-9551.

Center for Immigration Studies, 1424 16th Street NW, Suite 603, Washington, DC 20036. (202) 328-7228.

Clearinghouse on Adult Education and Literacy, 400 Maryland Avenue SW, Mary E. Switzer Building, Washington, DC 20202-7240.

Comprehensive Adult Student Assessment System, c/o San Diego Community College District Foundation, Inc., 2725 Congress Street, #1-M, San Diego, CA 92110. (619) 298-4681.

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Development Associates Inc., 2924 Columbia Pike, Arlington,VA 22204. (703) 979-0100.

ERIC Document Reproduction Service, 3900 Wheeler Avenue, Alexandria, VA 22304-6409. (800) 227-3742.

Interagency Committee on Migrants, c/o Farmworker Justice Fund, Inc., P.O. Box 53396, Washington, DC 20009. (202) 462-8192.

International Consultants Inc., 1915 Hyde Street #2, San Francisco, CA 94109. (415) 775-7255

La Cooperativa Campesina de California, 2222 N Street, Sacramento, CA 95816. (916) 442-4791.

La Familia Program, California State Department of Education (Migrant Education), 510 College Street, Woodland, CA 95695. (916) 666-1977.

Language and Communication Associates, 1118 22nd Street NW, Washington, DC, 20037. (202) 223-6588.

Linguametrics, Inc., 5866 Harbord Street, Oakland, CA 94611. (415) 547-8328.

Literacy Volunteers of America, Inc., 5795 Widewaters Parkway, Syracuse, NY 13214. (315) 445-8000.

Micro Methods, Inc., 2810 Webster Street, Berkeley, CA 94705. (415) 644-0437.

Midwest Association of Farmworker Organizations, c/o Harvest America Corporation, 14th and Metropolitan, Kansas City, KS. (913) 342-2121.

National Alliance of Business Special Library on Employment and Training, Washington, DC. (Open to the public by appointment.) (202) 289-2910.

National Association of Latin Elected Officials (NALEO) Educational Fund, 708 G Street, Washington, DC 20003. (202) 546-2536.

National Center for Family Literacy, One Riverfront Plaza, Suite 608, Louisville, KY 40202. (502) 584-1133.

National Center for Research in Vocational Education, The Ohio State University, 1960 Kenny Road, Columbus, OH, 43210-1090.

National Clearinghouse on Literacy Education, 1118 22nd Street NW, Washington, DC 20037. (202) 429-9292, 429-9551.

National Council of La Raza Publications, 810 First Street NE, Suite 300, Washington, DC 20002. (202) 289-1380.

National Immigration Law Center (formerly National Center for Immigrants' Rights), 1636 West Eighth Street, Suite 215, Los Angeles, CA 90017. (213) 486-2531.

National Migrant Resource Program, Inc., 2512 South IH-35, Suite 220, Austin, TX, 78704. (512) 447-0770.

Northwest Educational Cooperative, 1855 Mount Prospect Road, Des Plaines, IL 60018. (708) 803-3535.

Project Even Start, Adult Education and Literacy Programs, Superintendent of Public Instruction, Old Capitol Building, FG-11, Olympia, WA 98504. (206) 753-6657.

Push Literacy Action Now, 1332 G Street SE, Washington, DC 20003. (202) 547-8903.

Rural Community Assistance Corporation, 2125 19th Street, Suite 203, Sacramento, CA 95818. (916) 447-2854.

The Barbara Bush Foundation for Family Literacy, 1002 Wisconsin Avenue NW, Washington, DC 20007. (202) 338-2006.

The Rockefeller Foundation, Equal Opportunity Program, 1133 Avenue of the Americas, New York, NY 10036. (212) 869-8500.

COLLEGE ASSISTANCE MIGRANT PROGRAM (CAMP)

California

Director, CAMP, California State University, 6000 J Street, Sacramento, CA 95829. (916) 278-5855.

Director, CAMP, California State University, Maple & Shaw Avenues, Fresno, CA 93740. (209) 278-4768.

Colorado

Director, CAMP, University of Colorado/Boulder, Campus Box #19, Boulder, CO 80309. (303) 492-8818.

Idaho

Director, CAMP, Boise State University, Department of Teacher Education, 1910 University Drive, Boise, ID 83725. (208) 385-1754.

Oregon

Director, CAMP, Office of Academic Affairs, Oregon State University, Corvallis, OR 97331. (503) 737-2111.

Texas

Director, CAMP, St. Edward's University, Inc., 3001 South Congress Avenue, Austin, TX 78704. (512) 448-8626.

HIGH SCHOOL EQUIVALENCY PROGRAM (HEP)

Arkansas

Quachita Baptist University, Office of the President, OBU Station 3678, Arkadelphia, AR 71923. (501) 246-4531.

Colorado

University of Colorado/Regents, Bueno Center, School of Education, Campus Box 249, Boulder, CO 80309. (303) 492-5419.

Florida

University of South Florida, College of Education, Department of Special Education, 4202 Fowler Avenue, Tampa, FL 33620-8350. (813) 974-3410.

Idaho

Boise State University, Department of Teacher Education, 1910 University Drive, Boise, ID 83725. (208) 385-1754.

Maine

Training and Development Corporation, High School Equivalency Program, P.O. Box 1136, 117 Broadway, Bangor, ME 04401. (207) 945-9431.

Maryland

Center for Human Services, 7200 Wisconsin Avenue, Chevy Chase, MD 20815. (301) 654-2550.

Michigan

Western Michigan University, Minority Affairs/Division of Admissions, 2240 Administration Building, Kalamazoo, MI 49008. (616) 387-2000.

Mississippi

HEP Project Director, Mississippi Valley State University, Office of Continuing Education, P.O. Box 125, Itta Bena, MS, 38941. (601) 254-9041.

New Mexico

University of New Mexico, College of Education, Multicultural Education Center, Albuquerque, NM 87131. (505) 277-6018.

Northern New Mexico Community College, Planning and Development, General Delivery, El Rito, NM 87530. (505) 581-4434.

New York

State University of New York, New Paltz, HAB #805, New Paltz, NY 12561. (914) 257-2185.

Oregon

College of Education, 1685 East 17th , Eugene, OR 97403. (503) 346-3531.

Puerto Rico

Catholic University of Puerto Rico, Postal Sub Station #6, Ponce, PR 00732. (809) 843-3265.

Inter American University of Puerto Rico, San German Campus, Box 5100, San German, PR 00753. (809) 892-1095, ext. 368.

Tennessee

Director, HEP, University of Tennessee, College of Education, 20466 Terrace Avenue, Knoxville, TN 37996. (615) 974-7928.

Texas

Director, HEP, University of Texas at El Paso, El Paso, TX 79968. (915) 747-5567.

Pan American University, 1201 West University Drive, Edinburg, TX 78539. (512) 381-2521.

Southwest Texas State University, School of Education, San Marcos, TX 78666. (512) 245-2438.

SER-Jobs for Progress, Inc., 2000 San Jorge Avenue, Laredo, TX 78040. (214) 631-3999.

University of Houston, College of Education, 4800 Calhoun, Suite 405FH, Houston, TX 77004. (713) 749-2193.

Vermont

Central Vermont Community Action Council, Inc., 15 Ayers Street, Barre, VT 05641. (802) 479-1053.

Washington

Washington State University, Department of Education, HEP, Pullman, WA 99164. (509) 335-5652.

Wisconsin

Dean, Continuing Education and Business Outreach, Milwaukee Area Technical College, High School Relations, 700 West State Street, Milwaukee, WI 53233. (414) 278-6963.

LIST OF NATIONAL RESOURCES

American Association for Adult and Continuing Education (AAACE), 1201 16th Street, Suite 301, Washington, DC 20036. (202) 822-7866.

American Vocational Association, Special Needs Division (AVA/SND), 1415 King Street, Alexandria, VA 22314. (703) 683-3111.

Center on Education and Training for Employment, The Ohio State University, 1900 Kenny Road, Columbus, OH 43210. (800) 845-4815.

Commission on Agricultural Workers, 1825 Connecticut Avenue NW, Suite 511, Washington, DC 20009. (202) 673-5348.

ERIC Clearinghouse on Adult, Career, and Vocational Education, The Ohio State University, 1900 Kenny Road, Columbus, OH 43210. (800) 848-4815.

ERIC Clearinghouse on Language and Linguistics, Center for Applied Linguistics, 1118 22nd Street NW, Washington, DC 20037. (202) 429-9292.

Even Start Program, Compensatory Education Programs, U.S. Department of Education, 400 Maryland Avenue SW, Room 2043. Washington, DC 20202. (202) 732-4682.

Family English Literacy Programs, Office of Bilingual Education and Minority Language Affairs, U.S. Department of Education, 400 Maryland Avenue SW, Room 5620, Washington, DC 20202. (202) 732-5728.

Head Start Bureau, Department of Health and Human Services, P.O. Box 1182, Washington, DC 20202, (202) 245-0572.

Mexican American Legal Defense and Educational Fund (MALDEF), 634 South Spring Street, 11th Floor, Los Angeles, CA 90014. (213) 629-2512.

National Assessment of Educational Progress (NAEP), Adult Literacy Profile, Educational Testing Service, Rosedale Road, Princeton, NJ 08541.

National Association for Bilingual Education (NABE), 1201 16th Street NW, Washington, DC 20036. (202) 822-7870.

National Association of Vocational Education Special Needs Personnel (NAVESNP), Center for Vocational Personnel Preparation, Reschini House, Indiana University of Pennsylvania, Indiana, PA 15705. (412) 357-4434.

National Center for Research in Vocational Education, 1995 University Ave., Suite 375, Berkeley, CA 94704-1958. (415) 642-4004.

National Coalition for Vocational Education for Limited English Speakers, Employment Training Center, 816 South Walter Reed Drive, Arlington, VA 22204. (703) 486-2777.

National Council of Agriculture Employers, 1735 I Street NW, Washington, DC 20006.

Office of Bilingual Education and Minority Languages Affairs (OBEMLA), U.S. Department of Education, Reporters Building, Room 505, 400 Maryland Avenue SW, Washington, DC 20202. (202) 472-3520.

Office of Civil Rights, U.S. Department of Education, 330 C Street SW, Mary Switzer Building, Room 5000, Washington, DC 20202-1100. (202) 732-1213.

Office of Migrant Education, Office of Elementary and Secondary Education, U.S. Department of Education, 400 Maryland Avenue SW, Room 2145, Washington, DC 20202-6134. (202) 401-0740.

Office of Refugee Resettlement, U.S. Department of Health and Human Services, 370 L'Enfant Promenade SW, Washington, DC 20447. (202) 252-4545.

Office of Vocational and Adult Education, Bilingual Vocational Education Program, U.S. Department of Education, Mary Switzer Building, Room 4512, 400 Maryland Avenue SW, Washington, DC 20202-7242. (202) 732-2365.

Teachers of English to Speakers of Other Languages (TESOL), 1118 22nd Street, NW, Washington, DC 20037. (202) 625-4569.

LIST OF STATE RESOURCES

KEY:

A. State Office of Adult Education

B. State Office of Migrant Education

C. State Office of Farmworker Monitor Advocate

D. Regional Offices for Migrant Health Programs (DHHS Public Health Services)

E. Migrant Legal Assistance Services

F. Agencies operating Employment and Training programs funded by JTPA, Title IV, Section 402

Alabama

A. Coordinator, ABE, State Office Building, 501 Dexter Avenue, Montgomery, AL 36130. (205) 261-5729.

B. Migrant Education Program, State Department of Eduction, State Office Building, Montgomery, AL 36130. (205) 261-5145.

C. Monitor Advocate, Department of Industrial Relations, 649 Monroe Street, Montgomery, AL 36130. (205) 261-5370.

D. Region IV: 101 Marietta Tower, Suite 1221, Atlanta, GA 30323. (404) 331-2316.

E. None listed.

F. Rural Alabama Development Corporation, 1400 South Decatur Street, P.O. Box 1750, Montgomery, AL 36102. (205) 262-3516.

Alaska

A. Director, Adult and Vocational Education, Alaska Department of Education, Box F, Juneau, AK 99811. (907) 465-4685.

B. Migrant Education Program, Alaska Department of Education, Alaska Office Building, Pouch F, Juneau, AK 99811. (907) 465-2824.

C. Monitor Advocate, Alaska Employment Security Division, Alaska Department of Labor, P.O. Box 37000, Juneau, AK 99811. (907) 465-4531.

D. None Listed.

E. None Listed.

F. None Listed.

Arizona

A. Director, Adult Education, Arizona State Department of Education, 1535 West Jefferson Street, Phoenix, AZ 85007. (602) 542-5281.

B. Migrant Child Education Unit, Arizona Department of Education, 1535 West Jefferson Street, Phoenix, AZ 85007. (602) 542-3204.

C. Monitor Advocate, Department of Economic Security, 1300 West Washington Street, P.O. Box 6123-730A, Phoenix, AZ 85005. (602) 255-4020.

D. Region IX: 50 United Nations Plaza, San Francisco, CA 94102. (415) 556-5810.

E. Community Legal Services, Inc., Farmworker Program, 9306 West Van Buren, Tolleson, AZ 85353. (602) 936-1443.

F. Portable Practical Educational Preparation, Inc., 806 East 46th Street, Tucson, AZ 85713. (602) 622-3553.

Arkansas

A. Coordinator of Adult Education Section, Arkansas Department of Education, 2020 West Third Street, Suite 620, Little Rock, AR 72201. (501) 371-2263.

B. State Supervisor of Migrant Education, State Department of Education, Arch Ford Education Building, Little Rock, AR 72201. (501) 682-4570.

C. Monitor Advocate, Employment Security Division, Employment Security Division Building, State Capitol Mall, P.O. Box 2981, Little Rock, AR 72203. (501) 682-3355.

D. Region IX: 50 United Nations Plaza, San Francisco, CA 94102. (415) 556-5810.

E. None Listed.

F. Arkansas Human Development Corporation, 2020 West Third, Suite 320, P.O. Box 4241, Little Rock, AR 72205. (501) 374-1103.

California

A. State Director, Adult Education, P.O. Box 944272, Sacramento, CA 94244-2720. (916) 322-2175.

B. Migrant Education Office, State Department of Education, 721 Capitol Mall, Sacramento, CA 95814. (916) 323-6919.

C. Monitor Advocate, Employment Development Department, (ATTN: MIC 74), 800 Capitol Mall, P.O. Box 942880, Sacramento, CA 94280-0001. (916) 322-4907.

D. Region IX: 50 United Nations Plaza, San Francisco, CA 94102. (415) 556-5810.

E. California Rural Legal Assistance, 2100 Tulare Street, Suite 200, Fresno, CA 93907. (209) 441-8721.

F. 1) California Human Development Corporation, 3315 Airway Drive, Santa Rosa, CA 95403. (707) 523-1155.

   2) Center for Employment Training, 701 Vine Street, San Jose, CA 95110. (408) 287-7924.

   3) Central Valley Opportunity Center, 1743 North Ashby Road, Merced, CA 95340. (209) 383-2415.

   4) Employers' Training Resource, 2001 28th Street, Bakersfield, CA 93301. (805) 861-2495.

   5) Proteus Training and Employment, Inc., 4612 West Mineral King Avenue, P.O. Box 727, Visalia, CA 93279. (209) 733-5423.

Colorado

A. State Director, ABE, Division of Adult Education, Colorado State Department of Education, 201 East Colfax Avenue, Denver, CO 80203. (303) 866-6611.

B. Migrant Education Program, Colorado Department of Education, 201 East Colfax Avenue, Room 401, Denver, CO 80203. (303) 866-6758.

C. Monitor Advocate, Colorado Department of Labor and Employment, 600 Grant Street, 9th Floor, Denver, CO 80203. (303) 837-3823.

D. Region VIII: Federal Building, 1061 Stout Street, Denver, CO 80294. (303) 844-6163.

E. Colorado Rural Legal Services, 2801 East Colfax Avenue, Suite 104, Denver, CO 80206. (303) 393-0323.

F. Rocky Mountain SER, 4100 West 38th Avenue, P.O. Box 11148, Denver, CO 80211. (303) 480-9394.

Connecticut

A. Division of Voc/Tech and Adult Education, Bureau of Adult Education, State Department of Education, 25 Industrial Park Road, Middletown, CT 06457.(203) 638-4035.

B. State Director, Migrant Education, Division of Education Support Services, 25 Industrial Park Road, Middletown, CT 06457. (203) 638-4225.

C. Monitor Advocate, Connecticut Labor Department, 200 Folly Boulevard, Wethersfield, CT 06109. (203) 566-2319.

D. Region I: John F. Kennedy Federal Building, Boston, MA 02203. (617) 565-1420.

E. Neighborhood Legal Services, 1229 Albany Avenue, Hartford, CT 06112.(203) 278-6850.

F. None Listed.

Delaware

A. State Supervisor, Adult/Community Education, P.O. Box 1402, J.G. Townsend Building, Dover, DE 19901. (302) 736-4668.

B. State Specialist, Migrant Education, J.G. Townsend Building, P.O. Box 1402, Dover, DE 19901. (302) 736-4667.

C. Monitor Advocate, Delaware Employment Security, University Plaza, Stockton Building, P.O. Box 9499. Newark, DE 19714-9499. (302) 368-6905.

D. Region III: P.O. Box 13716, Philadelphia, PA 19101. (215) 596-6637.

E. None Listed.

F. Telemon Corporation, 315 South State Street, P.O. Box 33315, Dover, DE 19901. (302) 734-1903.

Florida

A. Bureau of Adult and Community Education, Knott Building, Tallahassee, FL 32301. (904) 488-8201.

B. Federal Compensatory Education, State Department of Education, Knott Building, Tallahassee, FL 32301.

C. Monitor Advocate, Department of Labor and Employment Security, Berkeley Building, Suite 207, 2590 Executive Center Circle East, Tallahassee FL 32399-2159. (907) 487-4105.

D. Region IV: 101 Marietta Tower, Suite 1221, Atlanta, GA 30323. (404) 331-2316.

E. Florida Rural Legal Services, 305 North Jackson Avenue, P.O. Drawer 1499, Bartow, FL 33830. (813) 534-1781.

F. Florida Department of Education, Adult Migrant Program, 3801 Corporex Park Drive, Suite #200, Tampa, FL 33619. (813) 272-3796.

Georgia

A. Assistant Commissioner for Adult Literacy, Georgia Department of Technical and Adult Education, 660 South Tower, One CNN Center, Atlanta, GA 30303-2705. (404) 656-5845.

B. Migrant/ESOL Programs, Georgia Department of Education, 1958 Twin Towers East, Atlanta, GA 30334-5080. (404) 656-4995.

C. Monitor Advocate, Georgia Department of Labor, 148 International Boulevard NE, Room 400, Atlanta, GA 30303. (404) 656-6380.

D. Region IV: 101 Marietta Tower, Suite 1221, Atlanta, GA 30323. (404) 331-2316.

E. Georgia Legal Services, Farmworker Division, 6519 Spring Street, Douglasville, GA 30134. (404) 942-3141.

F. Telemon Corporation, 1776 Peachtree Street NW, Suite #625 North, Atlanta, GA 30309. (404) 873-6575.

Hawaii

A. Administrator, Adult and Early Childhood Section, Department of Education, c/o Hahaione Elementary School, 595 Pepeekoo Street, H-2, Honolulu, HI, 96825. (808) 395-9451.

B. None Listed.

C. Monitor Advocate, Department of Labor and Industrial Relations, 830 Punchbowl Street, Room 329, Honolulu, HI 96813. (808) 548-2830.

D. None Listed.

E. None Listed.

F. Maui Economic Opportunity, Inc., 189 Kaahumanu, P.O. Box 2122, Kahului, HI 96732. (808) 871-9591.

Idaho

A. Coordinator, Adult Education, Idaho State Department of Education, Len B. Jordon Office Building, 650 W. State Street, Boise, ID, 83720. (208) 334-2187.

B. Coordinator, Migrant Education, State Department of Education, 650 West State Street, Boise, ID 83720. (208) 334-2195.

C. Monitor Advocate, Idaho Department of Employment, 317 Main Street, Boise, ID 83735. (208) 334-6138.

D. Region X: 2201 Sixth Avenue, Seattle, WA 98121. (206) 442-0430.

E. Idaho Legal Aid Services, Inc., Migrant Farmworker Law Unit, 317 Happy Day Boulevard, Suite 210, P.O. Box 1116, Caldwell, ID 83606. (208) 454-2591.

F. Idaho Migrant Council, Inc., 104 North Kimball, P.O. Box 490, Caldwell, ID 83606-0490. (208) 454-1652.

Illinois

A. Director, Adult Education, Department of Adult, Voc/Tech Education, Illinois State Board of Education, 100 North First Street—E-439, Springfield, IL 62777. (217) 782-3370.

B. State Migrant Coordinator, Illinois State Board of Education, 100 North First Street, Springfield, IL 62777. (217) 782-6038.

C. Monitor Advocate, Illinois Department of Employment Security, 401 South State Street, 3rd Floor South/3W-2C, Chicago, IL 60605. (312) 793-6811.

D. Region V: 105 West Adams Street, 17th Floor, Chicago, IL 60606. (312) 353-1385.

E. Illinois Migrant Legal Assistance Project, 343 South Dearborn Street, Suite 700, Chicago, IL 60604. (312) 341-9180.

F. Illinois Migrant Council, 28 East Jackson Boulevard., Suite 1600, Chicago, IL 60604. (312) 663-1522.

Indiana

A. Director, Division of Adult and Community Education, State House, Room 229, Indianapolis, IN 46204. (317) 232-0522.

B. Division of Language Minority and Migrant Programs, State Department of Education, State House, Room 229, Indianapolis, IN 46204. (317) 232-0555.

C. Monitor Advocate, Department of Employment and Training Services, 10 North Senate Avenue, Room 103, Indianapolis, IN 46204. (317) 232-7485.

D. Region V: 105 West Adams Street, 17th Floor, Chicago, IL 60606. (312) 353-1385.

E. Legal Services Organization of Indiana, Inc., 107 North Pennsylvania, Suite 1008, Indianapolis, IN 46204. (317) 631-1395.

F. Telamon Corporation, 2511 East 46th Street, Suite #2, Indianapolis, IN 46205. (317) 547-1924.

Iowa

A. Chief, Adult Education, State Department of Education, Grimes State Office Building, Des Moines, IA 50319-0146. (515) 281-3671.

B. Migrant State Director, Chief, Chapter 1, ECTA, Bureau of Federal School Improvement, Iowa Department of Education, Grimes State Office Building, Des Moines, IA 50319. (515) 281-3999.

C. Monitor Advocate, Department of Employment Services, 1000 East Grand Avenue, Des Moines, IA 50319. (515) 281-5854.

D. Region VII: 601 East 12th Street, Room 501, Kansas City, MO 64106. (816) 426-3291.

E. Legal Services Corporation of Iowa, 430 Iowa Avenue, Iowa City, IA 52240-5303. (515) 243-2151.

F. Proteus Employment Opportunities, Inc.,175 NW 57th Place, P.O. Box 10385, Des Moines, IA 50306. (515) 244-5694.

Kansas

A. Director, Adult Education, Kansas State Department of Education, 120 East 10th Street, Topeka, KS 66612. (913) 296-3191.

B. State and Federal Program Administration, State Department of Education, 120 East 10th Street, Topeka, KS 66612. (913) 296-3161.

C. Monitor Advocate, Department of Human Resources, 401 South Topeka, Topeka, KS 66603. (913) 296-5170.

D. Region VII: 601 East 12th Street, Room 501, Kansas City, MO 64106. (816) 426-3291.

E. Kansas Rural Legal Services, 120 Grant Avenue, Garden City, KS 67846. (316) 275-0238.

F. SER Corporation of Kansas, 709 East 21st Street, Witchita, KS 67214. (316) 264-5372.

Kentucky

A. Adult Education Division, Office of Federal Programs, State Department of Education, Frankfort, KY 40601. (502) 564-3921.

B. Division of Compensatory Education, State Department of Education, Capitol Plaza Tower, Room 1709, Frankfort, KY 40601. (502) 564-3301.

C. Monitor Advocate, Department for Employment Services, Cabinet for Human Resources, 275 East Main, 2nd Floor West, Frankfort, KY 40621. (502) 564-2918.

D. None Listed.

E. Western Kentucky Legal Services, 333 Union Street, Madisonville, KY 42431. (502) 825-3801.

F. Kentucky Farmworker Programs, Inc., 1844 Lyda Street, P.O. Box 1156, Bowling Green, KY 42101. (502) 782-2330.

Louisiana

A. Adult Education, Louisiana Department of Education, P.O. Box 44064, Capitol Station, Baton Rouge, LA 70804. (504) 342-3510.

B. Louisiana Department of Education, 654 Main Street, P.O. Box 94064, Baton Rouge, LA 70804-9064. (504) 342-3517.

C. Monitor Advocate, Louisiana Dept. of Labor, 1001 North 23rd Street, P.O. Box 94094, Baton Rouge, LA 70804-9094. (504) 342-3011.

D. None Listed.

E. Farmworkers Legal Assistance Project, 1020 Surrey Street, P.O. Box 4823, Lafayette, LA 70502. (318) 237-4320.

F. Motivation Education & Training, Inc. of Louisiana, 311 North State Street, P.O. Box 781, Jennings, LA 70546. (318) 824-6780.

Maine

A. Director, Division of Adult and Community Education, State House Station-No. 23, Augusta, ME 04333. (207) 289-5854.

B. Coordinator, Migrant Services, National State Division of Migrant Services, 24 Stone Street, Augusta, ME 04333. (207) 289-5170.

C. Monitor Advocate, Job Service Division, Maine Department of Labor, 20 Union Street, P.O. Box 309, Augusta, ME 04330. (207) 289-5568.

D. Region I: John F. Kennedy Federal Building, Boston, MA 02203. (617) 565-1420.

E. Pine Tree Legal Assistance, Farmworker Unit, 61 Main Street, Room 39, Bangor, ME 04401. (207) 942-0673.

F. Training and Development Corporation, 117 Broadway, P.O. Box 1136, Bangor, ME 04401. (207) 469-6348.

Maryland

A. Adult and Community Education Branch, Maryland State Department of Education, 200 West Baltimore Street, Baltimore, MD 21201. (301) 333-2361.

B. Compensatory Education Branch, Division of Compensatory, Urban and Supplementary Programs, State Department of Education, 200 West Baltimore Street, Baltimore, MD 21201. (301) 333-2413.

C. Monitor Advocate, Department of Economic and Employment Development, 1123 North Eutaw Street, Room 701, Baltimore, MD 21201. (301) 333-5365.

D. Region III: P.O. Box 13716, Philadelphia, PA 19101. (215) 596-6637.

E. Legal Aid Bureau, Inc., 111 High Street, Salisbury, MD 21801. (301) 546-5511.

F. Telemon Corporation, 237 Florida Avenue, Salisbury, MD 21801-5814. (301) 546-4604.

Massachusetts

A. Bureau of Adult Services, Massachusetts Department of Education, Quincy Center Plaza, 1385 Hancock Street, Quincy, MA 02169. (617) 770-7581.

B. EDCO Collaborative (Operating Agency for the Massachusetts Migrant Education Program), 20 Kent Street, Brookline, MA 02146. (617) 738-5600.

C. Monitor Advocate, Division of Employment Security, Charles F. Hurley Building, Government Center, 19 Staniford Street, Boston, MA 02114. (617) 727-9386.

D. Region I: John F. Kennedy Federal Building, Boston, MA 02203. (617) 565-1420.

E. Western Massachusetts Legal Services, Inc., 145 State Street, Springfield, MA 01103. (413) 781-7814.

F. New England Farm Workers' Council, Inc., 1628-1640 Main Street, Springfield MA 01103. (413) 781-2145.

Michigan

A. Adult Extended Learning Services, Michigan Department of Education, P.O. Box 30008, Lansing, MI 48909. (517) 373-8425.

B. Migrant Education Office, State Department of Education, P.O. Box 30008, Lansing, MI 48909. (517) 373-4581.

C. Monitor Advocate, Employment Security Commission, Michigan Department of Labor, 7310 Woodward Avenue, Room 422, Detroit, MI 48202. (313) 876-5304.

D. Region V: 105 West Adams Street, 17th Floor, Chicago, IL 60606. (312) 353-1385.

E. Michigan Migrant Legal Assistance Project, Inc., 49 Monroe Center NW, Suite 3-A, Grand Rapids, MI 48503-2933. (616) 454-5055.

F. Michigan Economics for Human Development, 3186 Pine Tree Road, Lansing MI 48911. (517) 394-4110.

Minnesota

A. Manager, Community and Adult Education, Department of Education, Room 639, Capitol Square Building, 500 Cedar Street, St. Paul, MN 55101. (612) 296-6130.

B. Supervisor, Special Programs, Minnesota Department of Education, 550 Cedar Street, St. Paul, MN 55101. (612) 296-2181.

C. Monitor Advocate, Minnesota Department of Jobs and Training, 390 North Robert Street, St. Paul, MN 55101. (612) 296-4296.

D. Region V: 105 West Adams Street, 17th Floor, Chicago, IL 60606. (312) 353-1385.

E. Southern Minnesota Regional Legal Services, Migrant Legal Services, 700 Minnesota Building, St. Paul, MN 55101. (612) 291-2837.

F. Minnesota Migrant Council, Inc., 35 Wilson Avenue NE, P.O. Box 1231, St. Cloud, MN 56302. (612) 253-7010.

Mississippi

A. Division of Adult Education, State Department of Education, P.O. Box 771, Jackson, MS 39205. (601) 359-3464.

B. Supervisor, Special Projects, State Department of Education, P.O. Box 71, Jackson, MS 39205. (601) 359-3498.

C. Monitor Advocate, Mississippi Employment Security Commission, 1520 West Capital Street, P.O. Box 1699, Jackson, MS 39215-1699. (601) 961-7515.

D. None Listed.

E. None Listed.

F. Mississippi Delta Council for Farm Workers Opportunities, Inc., 1005 State Street, P.O. Box 542, Clarksdale, MS 38614. (601) 627-1121.

Missouri

A. Director, Adult Education, State Department of Elementary and Secondary Education, 213 Adams Street, P.O. Box 480, Jefferson City, MO 65102. (314) 751-0887.

B. Director, Migrant Education, Department of Elementary and Secondary Education, P.O. Box 480, Jefferson City, MO 65102. (314) 751-8287.

C. Monitor Advocate, Missouri Job Service, Division of Employment Security, 421 East Dunklin, P.O. Box 59, Jefferson City, MO 65104. (314) 751-2169.

D. Region VII: 601 East 12th Street, Room 501, Kansas City, MO 64106. (816) 426-3291.

E. Legal Aid of Western Missouri, 920 Southwest Boulevard, Kansas City, MO 64108. (816) 474-9866.

F. Rural Missouri, Inc., 1014 Northeast Drive, Jefferson City, MO 65109. (314) 635-0136.

Montana

A. Director, Adult Education, Office of the State Superintendent, State Capitol Building, Helena, MT 59620. (406) 444-4443.

B. Director, Chapter 1 Migrant Program, Office of Public Instruction, State Capitol, Helena, MT 59620. (406) 444-2423.

C. Monitor Advocate, Job Service and Training Division, Employment Security Commission, P. O. Box 1728, Helena, MT 59624. (406) 444-3241.

D. Region VIII: Federal Building, 1061 Stout Street, Denver, CO 80294. (303) 844-6163.

E. Montana Legal Services Association, 2905 Montana Avenue, Billings, MT 59101. (406) 248-4941.

F. Rural Employment Opportunities, 25 South Ewing, P.O. Box 831, Helena, MT 59624-0831. (406) 442-7850.

Nebraska

A. Director, Adult and Community Education, Nebraska Department of Education, 301 Centennial Mall South, Box 94987, Lincoln, NE 68509. (402) 471-4807.

B. Director, Migrant Education, State Department of Education, 301 Centennial Mall South, Box 94987, Lincoln NE 68509. (402) 471-3440.

C. Monitor Advocate, Job Service Division, Nebraska Department of Labor, 1717 Avenue C, P.O. Box 1468, Scottsbluff, NE 69361-5468. (308) 635-3191.

D. Region VII: 601 East 12th Street, Room 501, Kansas City, MO 64106. (816) 426-3291.

E. Western Nebraska Legal Services, 9 East 15th Street, P.O. Box 1365, Scottsbluff, NE 89701. (308) 632-4734.

F. Nebraska Association of Farmworkers, Inc., 200 South Sibler, P.O. Box 1459, North Platte, NE 69103-1459. (308) 534-2630.

Nevada

A. State Supervisor, Adult Basic Education, State Department of Education, 400 West King Street, Carson City, NV 89710. (702) 885-3133.

B. Coordinator for Migrant Education Programs, State Department of Education, 400 West King Street, Capitol Complex, Carson City, NV 89701. (702) 687-3187.

C. Monitor Advocate, Nevada Employment Security Department, 500 East Third Street, Carson City, NV 89713. (702) 885-4619.

D. None Listed.

E. Nevada Indian Rural Legal Services, 111 West Telegraph Street, Suite 101, Carson City, NV 89701. (702) 885-5110.

F. Center for Employment Training of Nevada, 1931 Sutro Street, Suite 103, Reno, NV 89512. (702) 348-8668.

New Hampshire

A. Adult Basic Education, New Hampshire Department of Education, 101 Pleasant Street, Concord, NH 03301. (603) 271-2247.

B. Migrant Education Program, State Department of Education, State Office Park South, 101 Pleasant Street, Concord, NH 03301. (603) 271-2717.

C. Monitor Advocate, Department of Employment Security, 32 South Maine Street, Concord, NH 03301. (603) 228-4083.

D. Region I: John F. Kennedy Federal Building, Boston, MA 02203. (617) 565-1420.

E. New Hampshire Legal Assistance, 15 Green Street, Concord, NH 03301. (603) 225-4700.

F. New England Farm Workers' Council, Inc., 922 Elm Street, Room 301, Manchester, NH 03101. (603) 622-8199.

New Jersey

A. Division of Adult Education, State Department of Education, 3535 Quakerbridge Road, CN 503, Trenton, NJ 08625-0503. (609) 588-3134.

B. Office of Migrant Education Programs, State Department of Education, 225 West State Street, Trenton, NJ 08625. (609) 292-8463.

C. Monitor Advocate, Affirmative Action Programs, New Jersey Department of Labor, Labor Building, Room 1309, Trenton, NJ 08625. (609) 292-7022.

D. Region VII: 601 East 12th Street, Room 501, Kansas City, MO 64106. (816) 426-3291.

E. Camden Regional Legal Services, Farmworker Division, 629 Wood Street, Vineland, NJ 08360. (609) 691-4500.

F. New Jersey Farmworker Opportunities, 535-537 Landis Avenue, Vineland, NJ 08360. (609) 696-1000.

New Mexico

A. State Director, Adult Basic Education, New Mexico Department of Education, Education Building, 300 Don Gaspar, Santa Fe, NM 87501. (505) 827-6675.

B. Director, Chapter 1 ECTA, State Department of Education, Santa Fe, NM 87501-2786. (505) 827-6534.

C. Monitor Advocate, New Mexico Department of Labor, 401 Broadway NE, P.O. Box 1928, Albuquerque, NM 87103. (505) 841-8475.

D. Region VI: 1200 Main Tower Building, Dallas, TX 75202. (214) 767-3879.

E. Southern New Mexico Legal Services, Centro Legal Campesino, 300 North Downtown Mall, Las Cruces, NM 88001. (505) 526-4451.

F. Home Education Livelihood Program, Inc., 3423 Central Avenue, Albuquerque, NM 87106. (505) 265-3717.

New York

A. Division of Continuing Education, New York State Education Department, Washington Avenue, Albany, NY 12234. (518) 474-5808.

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GLOSSARY OF ACRONYMS

AB/CE	Adult Basic/Continuing Education
ABE	Adult Basic Education
ABLE	Adult Basic Learning Examination
AERC	Adult Education Resource Center
AESL	Adult English as a Second Language
AFDC	Aid to Families with Dependent Children
AFOP	Association of Farmworker Opportunity Programs
APL	Adult Performance Level
ASTD	American Society for Training and Development
AVA	American Vocational Association
BASE	Basic Adult Survival English
BEST	Basic English Skills Test
BOCES	Board of Cooperative Educational Services
BVMMT	Bilingual Vocational Materials, Methods, and Techniques
BVOP	Bilingual Vocational Oral Proficiency
BVT	Bilingual Vocational Training
CAEL	Cooperative Assessment of Experiential Learning
CAI	Computer-Assisted Instruction
CAL	Center for Applied Linguistics
CAMP	College Assistance Migrant Program
CASAS	Comprehensive Adult Student Assessment System
CAT	California Achievement Test
CBAE	Competency-Based Adult Education
CBM	Curriculum-Based Measures
CBO	Community-Based Organization
CCP	Comprehensive Competencies Program
CETA	Comprehensive Employment Training Act
CMI	Computer-Managed Instruction
CREST	Criterion-Referenced English Syntax Test
CSBG	Community Services Block Grant
CSCD	Center for Successful Child Development
CVAE	Coordinated Vocational Academic Education
DOL	U.S. Department of Labor

ELPS	English Language Proficiency Survey
ELSA	English Language Skills Assessment
EOE	Equal Opportunity Employer
ERIC	Education Research and Information Clearinghouse
ESL	English as a Second Language
ESLOA	ESL Oral Assessment
ESOL	English for Speakers of Other Languages
ESP	English for Specific Purposes
FLAR	Family Learning and Resource Center
GATB	General Aptitude Test Battery
GED	General Education Development (or Diploma)
H2A	See RAW
HELP	Home Education in Literacy and Parenting
HEP	High School Equivalency Program
HHS	U.S. Department of Health and Human Services
IAB	Industrial Advisory Board
INS	U. S. Immigration and Naturalization Service
IRCA	Immigration Reform and Control Act (1986)
ISD	Instructional Service Delivery
JOBS	Job-Oriented Basic Skills
JTPA	Job Training Partnership Act
LAB	Language Assessment Battery
LAS	Language Assessment Series
LEA	Local Education Agency
LEP	Limited English Proficiency
LERN	Learning Resources Network
LVA	Literacy Volunteers of America
MELT	Mainstream English Language Training
MET	Motivation Education & Training, Inc.
MIS	Management Information System
MSRTS	Migrant Student Record Transfer System
NABE	National Association for Bilingual Education
NAEP	National Assessment of Educational Progress
NAWS	National Agricultural Worker Survey
NCBE	National Clearinghouse on Bilingual Education

NCEA	National Community Education Association
NCLE	National Clearinghouse on Literacy Education
OBEMLA	Office of Bilingual Education and Minority Languages Affairs
OERI	Office of Educational Research and Improvement
OJT	On the Job Training
ORR	Office of Refugee Resettlement
OVAE	Office of Vocational and Adult Education
PALS	Parent-Aided Learning Sequence
PASS	Portable Assisted Study Sequence
PLUS	Project Literacy U.S.
RAW	Replenishment Agricultural Worker (farmworker)
RIF	Reading is Fundamental
SABE	Spanish Adult Basic Education
SARB	School Attendance and Review Board
SAW	Special Agricultural Worker (farmworker)
SLIAG	State Legalization Impact Assistance Grant
SLOTE	Second Language Oral Test of English
SPL	Student Performance Level
STALD	Screening Test for Adult Learning Difficulties
SUNY	State University of New York
TABE	Test of Adult Basic Education
TESOL	Teachers of English to Speakers of Other Languages
TFP	Tutoring for Parents
TOEFL	Test Of English as a Foreign Language
USWE	Using Spoken and Written English
VABE	Vocational ABE
VELT	Vocational ELT
VESL	Vocational English as a Second Language
VISTA	Volunteers in Service to America
WRAT	Wide Range Achievement Test

The Education Of Adult Migrant Farmworkers

VOLUME TWO
Applications for Teachers and Administrators of Adult Education

Slaughter & Associates, Woodland Hills, California
for
U.S. Department of Education • Office of Vocational and Adult Education

THE EDUCATION OF ADULT MIGRANT FARMWORKERS

Volume Two

Applications for Teachers and Administrators of Adult Education

Developed by
Slaughter & Associates, Woodland Hills, California
for the
U.S. Department of Education • Office of Vocational and Adult Education
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"Hoer, pepper field." © 1988 Ken Light

> *"No matter how ignorant a person is there is one thing that he knows better than anybody else and that is where the shoes pinch his own feet and that because it is the individual who knows his own troubles, even if he is not literate or sophisticated in other respects."*
>
> *John Dewey (1859-1952)*

This is Volume Two of the two-volume *Final Technical Report* submitted by Slaughter & Associates to the U.S. Department of Education, Office of Vocational and Adult Education (OVAE), in fulfillment of the requirements of Contract Number VN89008001/SB989-1-3210.

This publication was developed for the U.S. Department of Education, Office of Vocational and Adult Education (OVAE). However, the opinions, conclusions and recommendations presented herein do not necessarily reflect the position and policy of OVAE or the U.S. Department of Education, and no official endorsement by OVAE or the U.S. Department of Education should be inferred.

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PREFACE

The priority given to the education of adult migrant farmworkers by governmental and educational institutions, when it has received any attention at all, has been of a very low order. This project represents a comprehensive effort to identify and analyze the condition of adult migrant farmworker education in the United States and to recommend strategies for improvement of existing programs or implementation of new ones.

PROJECT PURPOSE

In October, 1989, the Office of Vocational and Adult Education (OVAE) of the U.S. Department of Education contracted with Slaughter & Associates, a consultant firm in Woodland Hills, California to undertake a project concerning adult migrant farmworker education. The purpose of the project was to *develop a resource base which can be used by adult education administrators and teachers in planning, developing, and evaluating effective literacy programs for adult migrant farmworkers*. The manifestation of the resource base is the two-volume publication, *The Education of Adult Migrant Farmworkers*.

To conduct project activities and develop the resource base, Slaughter & Associates organized a Project Team of experienced researchers and assembled a nationally representative Technical Advisory Group. The combined membership of these two groups comprises a wealth of knowledge and experience in the areas of adult and vocational education, as well as in the planning and administration of services for farmworker communities throughout the country.

PLANS, PROCEDURES AND PRODUCTS

There were three major phases planned in the sequence of administrative, investigative, analytical and creative activities that would lead to the development of the resource base to enable teachers and administrators of adult education programs to serve the adult migrant farmworker community.

- The first phase included a search for and review of pertinent literature, an examination of current state plans for adult education, and an analysis of the *condition* of the "state of the art" as it affected the educational needs of adult migrant farmworkers.
- The second phase entailed a series of on-site visits to 9 active programs serving adult farmworkers in the States of California, Florida, New York, Pennsylvania, Texas and Washington. (These states comprise approximately 85 percent of the nation's farmworker population.) The visits served to gather primary source information, and provided a first-hand opportunity to observe applied field experiences of administrators, program staffs and students.
- Lastly, the Project Team prepared its Final Technical Report in the form of a two-volume work entitled *The Education of Adult Migrant Farmworkers*.

- Volume One, *A Resource Base for Administrators and Teachers of Adult Education,* consists of a comprehensive, informational resource base for administrators and teachers of adult education, and agencies which provide services to the migrant farmworker community. This volume includes the following sections: Abstract, Acknowledgements, Findings and Recommendations; Introduction; The Migrant Farmworker Community; Educational Concepts; Report of Site Visits; Outreach, Recruitment and Retention; Support Services; Parents, Family Literacy and Adult Education; Assessment of Student Progress and Program Effectiveness; and Review of the Literature.
- Volume Two, *Applications for Teachers and Administrators of Adult Education,* provides practical applications for use in the classroom, in alternative instructional settings, and in the migrant farmworker community for practitioners interested in serving adult migrant farmworkers. This volume includes modified versions of several Volume One sections, plus a *Basic Skills Curriculum Framework*, sample *Life Skills Course Outlines* and related *Implementation Checklists.*

A *Directory of Selected References and Resources,* which completes each volume, is structured to facilitate accessing information, resources and services which have been selected for their special relevance to the educational, vocational and support services needs of the migrant farmworker community.

All of the efforts of the Project Team and its Technical Advisory Group were directed at developing a useful and timely document that would provide a baseline resource for adult and vocational education practitioners. *Its related, secondary purpose is to serve as a current, "one-stop" compilation of information, theory, practice and references that would be a point of departure for other researchers, planners and practitioners to build upon in meeting the continuing needs of adult migrant farmworkers.*

Therefore, this work also includes and synthesizes *approaches to meeting social, economic and cultural needs that cannot be separated from the educational needs of adult farmworker learners.*

PROJECT MANAGEMENT AND DIRECTION

The successful management, orchestration and direction of project activities depended heavily on *effective internal organization, timely and accurate communications, and consistent coordination.* These were of particular significance, since Project Team members were scattered throughout California and TAG members were located from coast to coast. As noted in the *Acknowledgements* section, members of the Project Team were designated primary, secondary and tertiary roles and responsibilities.

The entire Project Team met formally on 7 occasions, or approximately once every 7 to 8 weeks, for full-day sessions to review progress, check on quality control, reevaluate organization and planning, and adjust the work program and schedules. Meetings and consultations among 2 or 3 members, who at any given time were collaborating on a particular task, were too numerous to count. Thanks to the availability of high technology communications, computer linkages, and overnight delivery services, distance and time factors were reasonably manageable.

The concerted experience and knowledge of the *Technical Advisory Group* was formally accessible during 3 intensive working sessions of one and one-half days duration. The TAG met initially in December 1989 in Washington, D.C., and again in May and August 1990 in Sacramento, California. Numerous contacts were maintained with individual TAG members throughout the life of the project, many of whom provided critical and constructive reviews of early draft papers, made pertinent technical and professional suggestions, and identified many sources of information and materials.

For more information about the project, please write to Leonard S. Slaughter, Jr., Slaughter & Associates, 5819 Manton Avenue, Woodland Hills, CA 91367; or Servando J. Velarde, Director, Adult Migrant Farmworker Education Project, 5658 Laguna Quail Way, Elk Grove, CA 95758.

ACKNOWLEDGEMENTS

Slaughter & Associates and its Project Team owe a debt of gratitude to many people and agencies who deserve to be acknowledged for their important and meaningful contributions.

Volunteer Technical Advisory Group members, who devoted time, energy and commitment to the project, deserve special recognition. Their wisdom, strong support of the project, and insightful suggestions were instrumental in achieving successful results. Their names and affiliations are listed on the following page.

The representatives of the U.S. Department of Education made consistently valuable contributions throughout the life of the project. In particular, we wish to thank our Contracting Officer's Technical Representative (COTR), Paul R. Geib, Jr., for his patient and effective monitoring. Thanks are also due to Susan Webster, our Contracting Officer, for her excellent administration. We are indebted to Patrick Hogan, of the Division of Migrant Education, for his professional contributions. His deep understanding of the migrant farmworker community helped add compassion to our work. Finally, words cannot convey the positive impact that Joyce Fowlkes Campbell, of the Division of Adult Education and Literacy, had on everyone who participated in this project. Her constructive guidance, and the confidence she instilled in us, encouraged and sustained our efforts.

The valuable information we gleaned from our site visits was due, in large part, to the welcome reception and professional courtesy we enjoyed from each of our hosts. We are pleased to recognize the special cooperation received from the following persons and agencies:

- In California, Russell Tershy, Executive Director of the Center For Employment Training (CET) and his senior staff.
- In Florida, Carlos R. Saavadra, Director of the Adult Migrant Program of the state Department of Education and his assistant, Linda J. Grisham.
- In New York State, Robert Lynch, Director of BOCES-Geneseo and staff; Stuart J. Mitchell, Executive Director of Rural Opportunities, Inc., and the following members of his staff: Rose Hart, Dave Hearn, Velma Smith and Margaret Taylor.
- In Pennsylvania, Nicole Ritterson, Director of the Center for Human Services.
- In Texas, Ms. Augie Peña of the League of United Latin American Citizens (LULAC); and Ernesto Martinez, Jr., Director of the Adult Program, Weslaco Independent School District.
- In Washington State, Gay Collins, Director of the Washington Human Development Corporation (WHDC) and staff; Chairperson Chris King and faculty at the Columbia Basin College; and Janet Anderson of the state's Department of Education.

We express our appreciation to all the unmentioned persons and agencies that have served migrant farmworker communities throughout the country for decades with unflagging perseverance and loyalty. Our hope is that *The Education of Adult Migrant Farmworkers* will make a worthy contribution toward improving the quality of life in the American farmworker community. Although grateful for the help of all our friends and supporters, the Project Team acknowledges sole responsibility for errors of commission or omission.

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FINDINGS AND RECOMMENDATIONS

These findings and recommendations result from an extensive review of applicable literature, visits to adult farmworker education and training programs across the nation, and conferences and consultations with the project's Technical Advisory Group. They are not intended to be all inclusive. Findings and recommendations regarding specific program approaches are included throughout this report. The intent of these findings and recommendations is to offer experientially based counsel on important issues of policies and procedures to the U.S. Department of Education, state departments of education, community based organizations, and practitioners of Adult and Vocational Education in order to improve the quality of educational services for adult migrant farmworkers.

FINDINGS

☐ The definitive adult migrant farmworker education program does not exist, although several programs offer useful and effective educational models.

☐ Several adaptable, transferable or replicable components of existing programs are described in the sections entitled: *Report of Site Visits (*Volume One*)*, and *Outreach, Recruitment and Retention; Support Services;* and *Parents, Family Literacy and Adult Education (*Volumes One and Two*)*.

☐ Traditional adult education programs and curricula are inappropriate for farmworkers, primarily because of their mobility and need for a wide range of support services.

☐ The more effective programs provide a variety of individualized educational and support services which are specifically designed to meet the needs of adult migrant farmworkers. They focus on the "real world" perceived needs, desires and expectations of farmworkers.

☐ Most adult education programs are aimed at a static, largely urban population which is very different from the dynamic, mobile migrant farmworker population.

☐ Because the vast majority of adult migrant farmworkers do not speak English and many are illiterate in any language, educational programs must be able to provide initial instruction in the native language; then follow with bilingual instruction; and finally English-only instruction. This process helps meet farmworker acculturation needs while facilitating the attainment of functional literacy.

☐ The use of video, computers and other educational technologies offers some promise for meeting the needs of adult migrant farmworkers for portable and self-paced instruction, but there are no tangible incentives or funding to implement these systems.

☐ Other training programs do not make up for the limited migrant farmworker educational services now available through state and local programs of adult education. Less than 5% of the national farmworker population is served under Job Training Partnership Act, Title IV, Section 402 funding, despite being specially targeted for employment and training services.

- ☐ The extraordinary educational and support service needs of adult farmworkers are closely interrelated, yet adult education and social service delivery systems are separate, distinct and uncoordinated entities.
- ☐ Federal, state and local efforts are decentralized and uncoordinated. There is little systemic coordination of services for assisting farmworkers with education, health care, housing, job training, employment, legal services, and child care.
- ☐ The functions of linking, coordinating and ensuring non-duplication of services are generally left to isolated and underfunded nonprofit community-based organizations.
- ☐ The education of adult migrant farmworkers has not been a national or regional priority. The emphasis of Migrant Head Start and Migrant Education has been on preschool and K-12 education, and not on the education of adults.
- ☐ The primary education program intended to serve adult migrant farmworkers and immigrants, as promulgated in the *Adult Education Act*, has yet to be funded.
- ☐ There is inadequate compliance, enforcement and implementation of existing legislative mandates in education, health, housing, labor laws and worker-protection for migrant farmworkers.

RECOMMENDATIONS

It is recommended that the U. S. Department of Education take the following actions under consideration in order to improved the quality of education for adult migrant farmworkers:

- ☐ Take forceful measures to help the migrant farmworker community receive a fair and equitable share of the attention, commitment and resources of the jurisdictions in which they live and work. The Department should mandate adult education policies and procedures to require incorporation of the farmworker population as a specially targeted and funded population as in special programs for the handicapped and gifted.
- ☐ Use the stature, prestige and authority of the Office of the Secretary of Education to communicate a sense of priority for adult migrant farmworker issues to departmental staff, other related federal agencies, the Congress, and to the states' departments of education. The Department of Education should provide special incentives for states to prioritize adult farmworker educational needs.
- ☐ Coordinate planning for farmworker services on a national as well as local level. One option is for the Department to establish a national office of farmworker education interests. The office should be staffed with personnel experienced in farmworker matters, supported with sufficient resources, and placed so that it reports directly to the Secretary. This special interest office would analyze existing processes and systems and facilitate actions to make national, state and local services more appropriate for meeting farmworker needs.
- ☐ Promote the development of adult migrant farmworker education programs which:
    - offer comprehensive education and support services
    - integrate and offer concurrent literacy, life skills, and vocational education
    - structure education around the perceived needs of adult farmworkers
    - provide self-paced and transportable instruction.

☐ Establish programs to meet the educational needs of adult migrant farmworkers by paralleling approaches used for other groups who need special protection and support, such as abused and neglected children, handicapped and disabled persons, and high-risk youth.

☐ Develop mechanisms for fostering the integration and coordination of educational services for adult farmworkers, for example: an *adult* migrant student record transfer system, a national newsletter, and an 800 information and referral number.

☐ Encourage Congress to fund adult migrant farmworker education as stipulated in *The Adult Migrant Farmworker and Immigration Education Program* (34 CFR Part 436) of the *Adult Education Act*.

☐ Provide resources for training and technical assistance to state level programs of adult education to assist in developing programs to meet the specific educational needs of adult farmworkers.

☐ Expand the reporting requirements for submission of the *State Plans for Adult Education*. Require states to submit detailed reports of services rendered to adult migrant farmworkers and detailed plans for increasing services, to include outreach, recruiting and retention; family literacy education; and measures for overcoming barriers to accessing programs.

☐ Provide special assistance and resources to organizations, such as those identified in this publication, that have been effectively serving the educational and vocational needs of adult migrant farmworkers. The purpose would be to expand and enhance their services, and to enable them to provide training and technical assistance for other organizations wishing to serve adult migrant farmworkers.

THE EDUCATION OF ADULT MIGRANT FARMWORKERS

Applications for Teachers and Administrators of Adult Education

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INTRODUCTION

"Man is the only animal that laughs and weeps; for he is the only animal that is struck with the difference between what things are, and what they ought to be."
— William Hazlitt

THE PREMISE

In formulating a perspective for our work, Slaughter & Associates and its Project Team began with the major premise that a functional view of education is needed, in contrast to the structural and institutional approach prevalent in most educational planning and administration. This obliged us to start with the learners and their needs, and to move from there to the question of what educational means might be most appropriate for meeting these needs. *As we saw it, this put the horse squarely before the cart.*

☐ Education can no longer be practiced as a time-bound, place-bound process.

In so doing, we also shared a strong conviction with a growing number of educators, public policy makers, and consumer communities that *education can no longer be practiced as a time-bound, place-bound process confined by traditional school programs and measured in terms of years of exposure*, especially if it is to serve those most in need effectively.

REVIEW OF THE LITERATURE

The current, expanded interest in the specific educational and support services needs of adult migrant farmworkers is relatively new, hence pertinent source materials are sparse.

☐ Literature about migrant farmworkers is rare, and its readership is a narrow and select circle.

Any literature about migrant farmworkers is rare, and usually limited to political, socio-psychological and economic expositions of their living and working conditions. Its readership is a narrow and select circle, primarily comprised of a handful of academic scholars and researchers, occasional social and human services providers, and a few political activists. Many of these are also the producers of this esoteric literature.

In the field of education and its various disciplines, the literature is almost totally devoid of information about this special population. While some educational programs addressing the subject of literacy have been in existence for over 100 years, programs and related materials addressing the unique educational needs of this specific adult population are relatively few.

The Project Team employed oral interviews and searched the literature of seemingly related populations, such as contemporary immigrants, refugees, and other groups of low-income, underemployed persons who are also classified as educationally and culturally disadvantaged. *Program information* was sought *that appeared most susceptible to transference, replication or modification* for the purpose of meeting the educational and vocational needs of the adult migrant farmworker community.

Perspectives on Literacy

❑ Literacy is defined by the linguistic demands placed on individuals by society.

At the crux of the Adult Education mission is the definition of literacy. Traditionally, the narrow sense of the term literacy has denoted the ability to perform a specific set of tasks in reading and writing. Contemporary definitions, however, recognize that, in varying degrees, *literacy is defined by the linguistic demands placed on individuals by society*. Within this current definitional context, literacy is virtually synonymous with basic educational skills. Educators such as Paulo Freire and Jonathan Kozol put forward powerful arguments that stress the role of literacy in relation to personal empowerment and successful civic participation in an information-based society.

Definitions of Literacy

Defining literacy is important because a definition implicitly serves as a guideline for setting educational objectives. An acceptable definition of literacy identifies what is considered important, and what is considered feasible and justifiable as a social and economic investment.

A variety of definitions of literacy is used to describe an individual's ability to function in this society. These range in comprehensiveness from gross measures of skills such as grade level completion, through self-reports of ability to read and write, to definitions such as those used by the University of Texas in their National Adult Performance Level (APL) study in the mid-seventies. The APL study referred to the ability to "apply skills to several major knowledge areas which are important to adult success"; for examples, communication skills: reading, writing, using reference sources, speaking, and listening; computational skills: problem solving and interpersonal relations skills; and the ability to engage in standard consumer transactions.

☐ "Using printed and written information in society to achieve one's goals and to develop one's knowledge and potential."

"Using printed and written information in society to achieve one's goals and to develop one's knowledge and potential." is the contemporary definition of literacy recognized by the Division of Adult Education and Literacy of the U.S. Department of Education. The literacy needs of adult migrant farmworkers would be well served if the emphasis is placed on the achievement of *their* goals and the development of *their* knowledge and potential, as they perceive them.

Measures of Literacy

Recent comparisons of grade-level attainment versus actual competency suggest that grade-level as a measure of literacy is inadequate and misleading. Self-reported competencies are even more inadequate measures of actual functional competencies. More discrete and discriminating measures of literacy are required to capture the diversity of demand placed on adults in contemporary society.

☐ A "rich" menu of information-processing skills as the benchmark for literacy.

For many years, the National Assessment of Educational Progress (NAEP) has applied a measure which included complexity of the task performed as a variable that distinguishes ability to function effectively. Since actual ability to function in society requires specific skills and the fundamental background information that provides context for those skills, a definition such as the NAEP one, based on a set of contextualized processes or practices is needed as a basis for a definition of literacy in the Adult Education setting. Essentially, a definition of literacy which puts forth *a "rich" menu of information-processing skills as the benchmark for literacy* can provide a better basis for curriculum development and implementation than a more austere menu, where key aspects of literacy may be overlooked.

A measure of literacy which is in wide use in California's programs is the Comprehensive Adult Student Assessment System (CASAS) framework, in which a score of 225 (considered to be equivalent to a grade level of 8.9 years) is viewed as a measure of minimum functional literacy. This definition is interesting in that it is based on the proposition that competency levels indicating literacy be linked to the minimum skills required to participate successfully in continuing learning via General Education Development (GED) or employment training programs. A similar program-related definition of "basic skills" was proposed by the Job Training Partnership Act (JTPA) Advisory

Committee in 1989, with *reading and computing "below the eighth grade level" as indicative of a deficiency.*

❑ Skills needed to function successfully in social and economic transactions are affected by cultural understanding.

For the purposes of providing effective Adult Education services to migrant farmworkers, the APL-type definition, stressing application of knowledge, takes on special significance. This is primarily because, at a very basic level, skills needed to obtain and retain employment, or to function successfully in social and economic transactions, are affected by cultural understanding as well as by attained educational level.

❑ Basic skills improvement must include acculturation.

For groups of individuals who were not born or educated in the U.S., effective use of communication skills (reading, writing, listening and speaking) are heavily influenced by perceptions of contextual clues. Perceiving clues correctly affects decisions to participate in or undertake a task. It also affects performance, once the decision to act has been made. Thus for the large group of migrant farmworkers who are recent immigrants, *basic skills improvement must include the essential component of acculturation.*

Literacy and Employability

In recent years, due to the recognition that literacy was not simply an issue of individual educational qualifications, or an issue relating to social equity, but, also, an issue of importance in industrial policy, there has been a growing tendency to equate literacy with the ability to find employment (achieving the minimum reading, writing, and computation skills required to move into an entry level job in the local labor market). *This sense of literacy, based on macroeconomic policy concerns, equates basic skills with the ability to fill the worker's role effectively.* Competency in basic skills within the context of the quality of the national labor force is seen to have an impact on workers' abilities to perform basic job tasks, as well as on accident rates (insurance), employee errors (productivity) and the amount of job training needed.

However, while employment-related basic skills are an important component of general basic skills required by migrant farmworkers, they do not exhaust the meaning of literacy. The reasons seem to be that entry level skills will continue to increase, career survival in the 1990s will require multiple job and career changes, and because *"survival" demands are requiring new sorts of skills* (e.g. using an ATM card, a credit card, and reading account statements).

❑ "Workplace literacy" shows a rich complex of skills.

As a result of these socio-economic needs, the definition of "workplace literacy," as a mode of literacy somewhat narrower than "general literacy," shows a rich complex of skills that must be addressed by literacy programs. At a minimum, for entry into the work force, basic skills required for employment include:

Calculating

- adding, subtracting, multiplying and dividing numbers
- using a calculator; estimating areas or values; estimating rates

Communicating

- applying information learned through listening; speaking face-to-face coherently
- using the telephone effectively

Comprehending

- using listening skills to identify procedures to follow and demonstrate attentiveness

Problem solving

- drawing conclusions; applying information learned; taking appropriate initiative
- asking appropriate questions; recognizing need for additional information

Reading

- following written instructions; discriminating visually among written words
- reading for facts and information; knowing the letters of the alphabet; copying texts accurately

Understanding

- interpreting meaning in information; completing job application process; reporting requirements appropriately and accurately

Writing

- writing legibly; writing dates and times correctly; signing forms properly

❑ Meta-skills include creative thinking, problem solving, interpersonal skills, and team building.

More recent discussions *stress the need for workplace literacy programs to emphasize meta-skills*: knowing how to learn, adaptability as demonstrated by creative thinking and problem solving, interpersonal skills in negotiation and team building, and the ability to take on leadership roles.

These are a set of needs common throughout U.S. business and industry. The seven skill groups cited above, provide an excellent framework for analyzing the contemporary basic skills required of the domestic labor force.

❑ Farmworkers need upward mobility in agriculture and transition from agricultural work.

Basic skills demands or literacy demands, which we can expect migrant farmworkers to experience in the coming decade, are similar to the demands placed on the general population. Because of the inevitability of occupational disability and the absence of retirement benefits, older migrant farmworkers will continue to need assistance in transitioning to non-agricultural employment or more sedentary tasks in agriculture. Younger farmworkers will wish to compete in the non-agricultural labor market to different degrees based on their own personal and occupational aspirations. *At a practical level, the special workplace literacy needs of adult migrant farmworkers must respond to two somewhat distinct occupational movements: upward mobility in agriculture and transition from agriculture into non-agricultural entry-level work.*

Literacy and Automation

Skills needed to upgrade employment in the agricultural workplace are very similar to those needed for other industries. Basically, these skills are the ability to cope with work where automation is increasing and where more extensive information processing skills are required. Case studies of nine industries, conducted by the National Center for Research in Vocational Education (NCRVE) in 1987, indicated that advanced technology and worker-centered control processes were increasing the ratio of available high- to low-skilled jobs.

❑ Automation in the agriculture industry is growing in importance.

While none of the workplaces cited by the NCRVE was agricultural, *automation issues are growing in importance in the agriculture industry*, as well. In agricultural worksites, mechanization is impacting virtually all agricultural tasks: soil preparation, pruning and planting, irrigation, sorting, picking, as well as a variety of agricultural management tasks. State-of-the-art techniques in integrated pest management, for example, require very labor-intensive statistical protocols for surveying and recording of insect populations. Use of ultra-low volume spray equipment in pesticide application requires careful calibration, skills in computation, and the ability to follow complex instructions carefully. While there is significant regional variation, even the peak migrant job task, harvesting, is often mechanized to some extent.

Expanding automation technology requires the individual to read, compute, write, comprehend, categorize, problem-solve, and communicate effectively. Agriculture-related industries, such as packing, processing and transportation, are becoming increasingly high-tech. A high level of reliable quality control becomes increasingly important in markets where profitability is now closely tied to grade of produce and the speed of delivery.

Literacy and Farm Management

❑ The agricultural workplace is changing.

The organization of the agricultural workplace is changing as the number of "family farms" decrease and the producing acreage of agricultural conglomerates increases. As the current trend toward reliance on specialized or general agricultural service firms continues, the most rapidly growing demand will be for first-line supervisors for a wide variety of agricultural tasks. The basic skills required to perform these supervisory tasks (even at the "crew leader" level) are the ability to organize team work, provide leadership, and handle oral and written communications.

❑ Create strong incentives for "upgraded" workers.

While the farm labor market continues to have substantial barriers to the upward mobility of migrant farmworkers, the demand for supervisors is expected to create strong incentives for "upgraded" workers who have the following skills profile:

- Bilingual; perhaps multilingual
- Experienced in multiple aspects of farmwork
- Knowledge of operation and maintenance of farm equipment and machinery
- Communicate well with crews of workers and with agricultural employers
- Computational ability to follow relatively complicated crop management plans
- Writing skills to prepare simple reports on daily and weekly basis
- Provide leadership and low-level management skills

In competition with other sectors of the industrial world, domestic and foreign, which, historically, have required the lowest level of literacy, *the agricultural industry should anticipate facing a worker retraining crisis in the coming decade.*

Literacy and Occupational Safety

The relation of literacy to safety in agriculture is also a matter of growing concern to employers and farmworkers. Currently, Workers' Compensation rates for agricultural workers are very high and continue to escalate. As agricultural operations become more complicated, concern about safe operation will increase with organizational and technological sophistication. The impact on "experience modifications" to *Worker's Compensation rates, which are increasing, drive substantial employer investments in farmworker workplace safety training.*

Literacy and Enhanced Employability

☐ Illiteracy increases vulnerability to workplace abuses and consumer fraud.

Workplace literacy in agriculture is related to the ability to obtain upgraded and higher paying work and to hold more stable, longer-term employment. Improved literacy levels affect farmworkers' opportunities to operate and maintain farm machinery and systems, which can facilitate obtaining year-round jobs or improving the type of seasonal work in which they engage. Lower competence in basic skills undermines their ability to evaluate workplace conditions and fringe benefits, such as health insurance, and it reduces their ability to communicate their needs and protect their rights. It also makes them increasingly vulnerable to consumer fraud and other potential workplace abuses.

Basic skills necessary for enhancement of employability may extend beyond those work-related skills indicated above. Additionally, NCRVE (1987) argues that *the definition of literacy should be expanded to include science and reasoning* as pre-technical skills necessary for workers in high-tech industries. Among its recommendations, NCRVE suggests that analysis of tasks should be performed and used as a basis for developing higher order literacy skills among employees.

☐ Elevate goals to attain employability enhancement.

The National Alliance of Business (NAB) believes basic skills development should go beyond basic literacy requirements and elevate its goals to attain employability enhancement. NAB's priority skills for enhancement of employability include the following:

- Listening and understanding clearly
- Giving effective feedback to help others
- Taking on new assignments
- Knowing how to request help and respond to similar requests

- Learning to get important points across
- Participating effectively in meetings
- Helping to resolve issues with others
- Keeping supervisors informed
- Team building

Expanded Definitions of Literacy

☐ Workplace social interactions are culture-specific.

Programs for farmworkers in some areas are slowly beginning to incorporate richer concepts of literacy. A Florida Migrant Summer Institute stressed *social interaction skills as a critical part of the learning process on-the-job*, and an appropriate topic for training. A JTPA-402 program in Iowa (Proteus) has developed a work-culture course for migrants who are refugees from Southeast Asia, in recognition of the culture-specific nature of everyday workplace social interactions.

These additions to the "literacy menu" do not affect the basic meaning of literacy as fundamental information-processing skills. The escalation in workplace literacy requirements reflects a pervasive and ongoing change in the nature of the workplace. While such changes are felt first in the high-technology sector and then ripple through manufacturing and services industries, they are also being felt in the most remote rural areas of the U.S. and in "old resource industries" such as agriculture.

☐ Acculturation is an important element of workplace literacy.

Migrant farmworkers, despite their ethnic, language, and individual differences, are linked in a workplace culture characterized by a strong reliance on extended kinship networks. *Workplace "acculturation" is an important element, therefore, of "workplace literacy"— the communication skills that provide the ability to function effectively in the formal mainstream work culture of the U.S.*

General literacy or "survival skills" needs, in virtually all interpretations, encompass skills in financial management, seeking, comparing, and securing services or goods, dealing with the legal and regulatory framework of society, career development (e.g. accessing training, making job choices, changing jobs), and skills in using references and resources.

For specific groups of learners, survival skills may include specific skills related to life roles or issues faced by their group (e.g. parenting for young adults, recognizing and responding to discrimination, fulfilling legal responsibilities).

Literacy and Citizenship

❑ "Survival skills" mean the knowledge and ability to achieve an equitable measure of the benefits of a democratic society.

Numerous sources suggest that *empowerment must be included in the "survival skills" curriculum.* Learning how to participate effectively in civic affairs by becoming involved in the education of one's children, participating in local debate on community issues, choosing intelligently between competing candidates for office, and seeking redress for inequities are basic civic responsibilities for any citizen in a democratic state. *"Survival skills," in this sense, mean the knowledge and ability to achieve an equitable measure of the benefits of a democratic society.* As expert testimony in recent census litigation indicates, the chances of being counted in the national census without a minimum level of literacy are poor.

Literacy and Farmworkers: A Summary

In summary, literacy objectives for an effective basic skills education program to serve the needs of adult migrant farmworkers must include the ability to process information to meet workplace demands, social and economic requirements, and participation in community affairs.

❑ Competency "benchmarks" should be similar to those of the general population.

While the designation of one particular set of competencies, one competency level, or one grade level equivalent as objectives for an Adult Education program have significant policy implications, the evidence demonstrates that *competency "benchmarks" for migrant farmworkers should be similar to those of the general population,* despite some unique agricultural workplace demands.

Given the prevailing literacy levels in the adult farmworker population and the low level of participation in existing Adult Education programs, *more attention should be paid to the development of alternative approaches by administrators and teachers.* Particular care has to be given to negotiations with learners that account for and individual goal-setting, personal priorities and interests, workplace and family demands, and other personal matters. Careful, individualized needs assessment and negotiation with learners about shared learning objectives and sequencing of learning should help surmount many barriers to learning and increase retention rates.

What are the characteristics of the adult migrant farmworker population and what unique educational needs does this population have?

The following characteristics and educational needs of the adult migrant farmworker population require serious consideration by educational programs aiming to serve this unique population.

Age

☐ Age is a factor that may affect both values and behavior.

Age is a factor that may affect both values and behavior. Older worker are generally focused on how to survive. For younger workers, issues of career development and quality of life share the focus on survival. Family status may constrain farmworkers' ability to participate in educational and training programs; conversely, it serves as motivation for participating in such programs.

Language Mastery

Language mastery is a critical issue in terms of both English and native language mastery. While a small percentage of migrant and seasonal farmworkers (*MSFWs*) are U.S.-born, even these *work and live in a subculture where English is not the primary language.*

☐ Many are not literate in their native tongue.

The problems of language mastery for farmworkers who are not U.S.-born are magnified, since *many are not literate in their native tongue.* Illiteracy in the primary language compounds the difficulty of learning English as another language, since it is often taught with considerable reliance on materials written in English. It also reduces interest in learning to communicate well in English, rather than settle for a minimum survival level. Teaching ESL initially with aural-oral methodologies, rather than with printed materials, may relieve some of the difficulties attending dual illiteracy.

Level of Education

The norm for emigrated adult migrant farmworkers is 1 to 2 years of schooling for rural *campesinos* (persons who lived in rural areas and did only farmwork) and from 6 to 7 years of schooling for urban emigrants who have ended up in farmwork. For most emigrants, *work experience may reflect basic skills competencies more accurately than their educational histories.*

Immigrant women, particularly from rural areas, may have low skills competencies since many begin working in a formal labor market for the first time when they arrive in the U.S. It is important, therefore, to offer support that helps motivate them to seek opportunities for learning that will promote employability. In general, adult immigrant farmworker populations, which include Southeast Asian and Central American refugees, differ significantly in educational competencies.

Length of Time in the U.S.

❑ Assistance with understanding *The System* is an on-going need.

The less time a farmworker has spent in the U.S., the less likely he or she will be to understand "how the system works." Individuals who work within a subculture or ethnic enclave develop special common perceptions about the way one obtains employment, achieves job stability, recognizes trends in the workplace, and about resources available to assist individuals with personal and economic development. While length of time in the U.S. is an important indicator of cultural assimilation and of a better understanding of *The System*, it does not imply that those who have been here for several years are no longer in need of assistance with integration into their new society.

Type of Migration

Type of migration also affects opportunities for exposure to learning in informal social contexts. Migrant farmworkers in the Eastern Migrant Stream, for example, characteristically rely on crew leaders for transportation and a variety of interactions with the "mainstream" culture (e.g. accessing health care, shopping for food) more than migrants in either the Midwest or the West. Current ethnographic studies of farmworkers in Florida indicate that recent immigrants, in particular, are very socially isolated due to reliance on crew leaders for interaction with the mainstream society.

Work History and Occupational Aspirations

❑ Opportunities for women are more extensive than for men.

These are important variables in determining the individual learner's educational objectives and assessing basic skills competencies. ***Farmworkers with non-agricultural work experience have greater exposure to learning situations about "survival" in the workplace.*** It appears that in many rural areas, for example, opportunities for women to gain non-agricultural work experience and attendant survival skills are more extensive than for men, because there is higher demand for low-skill labor in occupations dominated by women, such as the hospitality industry and food services, than in male-dominated, low-skill occupations, such as day laborer and gas station attendant.

The work experience of younger male and female farmworkers is likely to be more diverse than that of older farmworkers. There also appears to be extensive variation among labor markets, based on the degree of rurality and the prevailing ethnicity of farmworkers These factors imply a need for programs in which the following are paramount:

- Emphasis on exposure to real life activities, taught in actual situations;

- Age-appropriate activities, representing major concerns and interests of adult migrant farmworkers, rather than modified children's activities and materials;
- Education, to the extent feasible, in a learning environment where hands-on skills are used and which reinforce continued use of these skills;
- Outcomes resulting from the educational process which are clear and explicitly related to improvement of personal and economic conditions; student progress is monitored and feedback on performance and competency are provided quickly;
- The individual's current social and economic needs are taken into account in order to facilitate participation in the learning program;
- Activities are paced to the individual's capability, as he or she moves through a program based on skill acquisition, rather than grades or classroom behavior.

❑ Achieved program outcomes must be visible and measurable.

The *critical issues are that the program's orientation be based on the learner's needs* in order to enhance their employability and ability to negotiate social interactions, and *that achieved program outcomes be visible and measurable* in that context by both teacher and learner

❑ Participation is facilitated by trust in and familiarity with the service providing agency

The nature of adult migrant farmworkers' educational needs represents only part of the problem. A 1988 study of barriers to program participation, as perceived by Hispanics, found that *trust in and familiarity with the service providing agency were the prime factors in facilitating participation*. Efforts to adapt relevant adult education services to the special situations of farmworker sub-groups include some very interesting activities conducted by the BOCES-Geneseo Migrant Center in New York State. This agency, for example, targets special materials to women and high-school dropouts. An alternative strategy is adopted by the *La Familia* model in California, where special efforts are made to develop ongoing dialogues with whole families about their problems and ways to solve them. Another alternative strategy used by the Center for Employment Training (CET) in its ABE/VESL classes for occupational skills training encourages peer interaction and support among very different sub-groups.

Literacy Development Targeted Programs

❑ Allow intensive work on contextual factors which affect meaning.

Targeted programs are available in a variety of agencies, including libraries and non-profit literacy development organizations. These programs are much like the LEA-based programs. However, *they emphasize a one-to-one teacher-learner ratio, which allows more intensive work on contextual factors affecting meaning* for a specific learner. This is particularly effective with non-English speakers who have dual literacy deficiencies. In a review of these tutorial programs, the following variables are pertinent:

- The extent to which each stresses remedial or first time instruction.
- Whether they are the main instructional approach or are supplemented by small or large group instruction.
- Whether the arrangement of the subject matter is systematic.
- Whether the approach provides specific instructional strategies for use of stimulus materials and for providing feedback to the students.
- Whether they include explicit management procedures for prescribing instructional activities and recording student progress.
- Whether the tutors are trained.

The specific characteristics of the students, the learning setting and the learning objectives should dictate the priority given to each of the six factors.

☐ Effective instructional techniques and approaches include starting where the learner is.

What are effective instructional techniques and approaches for meeting the unique needs of migrant farmworkers?

The issue of effectiveness itself, what it means and how to measure it, is subject to great debate. Addressing this issue requires a background discussion about some assumptions and general principles on the process of learning.

A first assumption is that effective instructional techniques use the cognitive structures that individuals bring with them and provide the learner with skills which can be tried out and reinforced in the context in which they live and work. This first assumption, which sounds simple, i.e. *start where the learner is*, is rather controversial in the field.

☐ One learning problem may be the inability to identify which cultural cues require attention.

The primary issue seems to be the amount of context which is relevant to the adult participants. Emphasis on the importance of text as a clue to understanding how to use previously existing knowledge (the schemata theory) reinforces the importance of context and acculturation as major elements of learning English as a second language and improving reading skills. Research indicates that *one of the learning problems may be the inability to identify which* *cultural cues require attention.* In a cross-cultural context, with learners that are illiterate in any language, this is especially difficult to treat.

☐ Paulo Freire's "culture circle."

These themes are addressed in a less technical manner by Paulo Freire and his colleague, Donald Macedo. Emphasis on the close links among language, cognition, and action lead inevitably to Freire's technique of the "culture circle" approach, *where literacy development is as closely related as possible to the immediate social, cultural, and economic context.* The implication for effective learning is that adult students must participate in structuring their own curriculum.

☐ Build up the self-esteem and self-confidence of learners.

Identification of learners' literacy skill needs should not be perceived as solely indicative of personal deficits. Rather, farmworkers in need of improvement in basic skills are seen as members of separate subcultures, with their own set of values and beliefs, and with dignity and integrity. They are essentially learning to become multi-cultural, to move with greater ease through different contexts. Cultural learning, however, as it is involved in acquiring the survival skills of a new culture or subculture, serves to downgrade the value of the "funds of knowledge" possessed by the learner. Therefore, *effective program designs seek to build up the self-esteem and self-confidence of learners*, stressing the transferability of skills from one cultural context to another without value judgements.

A second assumption is that basic skills improvement to enhance employability is aimed at "doing," not academic learning. It is important that individuals with experience in a field be able to use that experience to enhance their literacy skills. This is also a valuable resource to use in instruction.

☐ "To read the word is to read the world."

Freire's empowerment dictum that *"to read the word is to read the world"* is echoed by the practical demands of farmworkers, few of whom can afford to invest much time in basic skills development unless they can immediately "do" something with the information and skills they have learned.

A third assumption is that learning by moving from the known into the unknown, a tried and advocated instructional approach, may require the participant to develop the ability to create contexts, apart from daily interaction. This suggests that the instructor needs to help adult farmworkers to discover and try out new contexts, not imagined in their usual experiences.

SITE VISITS TO MIGRANT FARMWORKER AREAS

❑ California, Florida, New York, Pennsylvania, Texas and Washington.

Site visits were planned to cover a variety of programs serving various regions across the country. *The six states visited were California, Florida, New York, Pennsylvania, Texas and Washington.*

These states include approximately 85 percent of the migrant farmworker population in the U.S. Three of the visits were made to migrant farmworker *homebase* areas in California, Florida and Texas. Other site visits covered *upstream* areas where large groups of migrant farmworkers work during harvest seasons.

Several different program sites were visited in the various states in order to afford the Project Team the opportunity to observe the service delivery strategies of different providers, such as local educational agencies (LEAs), community colleges, and community based organizations.

The site visits observed in action a variety of exemplary programs serving adult migrant farmworkers. Potential replicability of the program, or components of the program, was a particular emphasis of the visits. The *protocol* developed by the Project Team paid special attention to identifying key elements described in the section on *Educational Concepts*. These were compared with the local program's effectiveness in meeting the literacy and life skill needs of adult migrant farmworkers.

Site Selection Criteria

Criteria for selection of appropriate program sites reflected a set of interrelated factors that, when taken as a whole, would provide the Project Team with the best opportunities to observe a range of program offerings, delivery styles, service areas, and student populations. These were the factors that determined selection: geographic variables and density of MSFW population; demographic characteristics of the population; characteristics of service delivery agencies; program characteristics; location of instructional sites; order of priority based on MSFW density and incidence of targeted approaches:

Site Visit Protocol

☐ Potential program replicability was important.

The *protocol* developed for the visits comprised common elements that supported a systematic, disciplined collection and analysis of data about educational and vocational programs that appeared to be quite diverse, while sharing the common bond of serving the adult migrant farmworker community. *Issues of potential program replicability and availability of documentation to amplify direct field observations, were central to the development of the protocol.*

The conduct of the site visits was, in many respects, similar to the elicitation of expert knowledge used in the construction of *expert systems*. These include the use of unwritten information, implicit hypotheses, and intuitive problem-solving. *The protocol designed for the program site visits helped to challenge practitioners to discuss what they did, as well as how and why they did it.*

Site Visit Data Collection

The collection of data at each program site followed an outline that the Project Team developed. It was forwarded to host program directors prior to the visit to provide clear indication of the visit's intentions, and to help expedite a disciplined collection of information. After the visits, the completed outline evolved into a full *Report of Site Visits* (Volume One), with minor modifications to accommodate program differences. The outline is described as follows:

- Characteristics of Population Served
- Characteristics of the Service Area and Service Provider
- Program Context and Content
- Outreach and Recruitment Strategies
- Educational Concepts and Instructional Approach
- Support Services
- Delivery Systems
- Assessing Student Progress and Program Effectiveness
- Parental Involvement (later expanded to include Family and Community)
- Replicability Factors

Local Adaptions

☐ There is no single "best" model.

An important finding to emerge from the site visits is that there is no single "best" model for providing adult education services to migrant farmworkers. In virtually every area, service providers have adapted to a distinctive local mix of funding opportunities, organizational environments, and service delivery constraints.

The range of local adaptions illustrates implications relating to the question of program replication. Organizations seeking to initiate new programs to serve adult migrant farmworkers should not attempt to duplicate a program, but should consider the experience of the existing programs in light of their own local situation.

Most of the programs visited have responded in significant ways to the special needs of farmworkers; for example, bringing teachers into the informal settings of migrant camps in New York, scheduling classes for Texas migrants during the winter "resting" season, and combining English as a Second Language (ESL) and bilingual basic skills remediation with employment training in central and southern California.

However, very few programs have involved migrant farmworkers themselves in the process of planning educational services. And many of the programs have not engaged in any form of planning process which identifies the groups among farmworkers who have the most desire, need, or ability to begin a program of adult learning. Outstanding exceptions include the Delray Beach program in Florida which is developing new curriculum materials for Creole-speaking farmworkers, and the *La Familia* program in California which directly involves farmworkers in determining the content of their own learning.

☐ Farmworkers as planning consultants.

To develop adult education programs *based on the premise that all adult learners are the same, obviates the ability to address the immediate, pressing concerns* which lead migrant farmworkers to seek the difficult process of learning new information and of developing new skills in literacy and numeracy. Approaches to adult basic education must incorporate the humanistic and fundamentally sound perceptions articulated by Dewey and, more recently, by Freire, that *adult learning must be intimately linked to adults' personal life strategies, motivations for learning, and cultural context.* The site visit experience indicates that many local educators have given serious consideration to the needs of adult migrants but *have not yet learned to make* *use of important planning consultants—the adult migrant farmworkers themselves.*

Local Needs and Social Equity

Migrant farmworkers are not a homogeneous group, although they do share some commonalities. Most are first or second generation immigrants or refugees who live in extreme poverty. Beyond these common characteristics, the diversity of farmworker characteristics is extraordinary. Even in sparsely populated rural areas, there exists a broad mosaic of languages, cultural perspectives, and educational levels among farmworkers.

An alternative to the difficult problem of providing transportation is the outposting of classes and programs in locations accessible to farmworkers through public transportation or other private means. Local adult education officials, however, have been slow to consider this alternative even when they have not been able to provide school transportation to the farmworker community.

- ☐ "Anytime, anyplace, any pace" learning.

"Anytime, anyplace, any pace" learning, a concept shared by many adult educators, is especially appropriate for meeting the needs of migrant farmworkers. In New York State, programs offered by the Board of Cooperative Educational Services (BOCES), represent a rare example of a successful implementation of this concept.

Learning Continuum

- ☐ Learning to learn is a necessity.

For persons born in the U.S., migrant farmwork is often the employment of "last resort." For others, usually the most recently immigrated, it is the "first opportunity" for employment. For both the U.S.-born migrants, many of whom left school at an early age for a variety or reasons, and for recent immigrants, many of whom have not gone to school at all, *"learning to learn" is the first hurdle to overcome*. Learning to learn is not an option for them; it is a necessity.

Few of the programs we visited felt they had the "luxury" of addressing the long-term learning trajectory of the adult migrant farmworkers in their classes. The response of teachers to students who made it into a class was dedicated, sympathetic, and showed tremendous flexibility.

However, with the exception of the Center for Employment Training (CET) in California, other agencies do not appear to have a system for following up on drop-out students in order to determine the causes. CET's data indicate that *lack of* *self-confidence, economic necessity, transportation and child care problems are causal.* Other major causes of dropout is the student's inability to continue independently, after completing only one six-week course, and to visualize the process of bridging the educational gap between zero schooling and a technical or skilled occupation.

☐ "Learning supermarkets."

There is a lack of integrated learning environments, such as *"learning supermarkets,"* that provide opportunities for basic skills and literacy, development of analytic and computational skills, and nurturing of higher-order thinking skills, and related support services. This lack means that migrant farmworkers, who do not begin the learning process until they are adults, may leave without having achieved their personal goals of language independence, social and economic mobility, or an opportunity to fulfill individual intellectual potentials.

Staffing and Instructional Materials

Most of the programs visited are staffed by part-time instructors who assemble courses from an eclectic array of personal resources, since traditional texts and curriculum materials are largely inappropriate for adult farmworkers. In-service training for instructional staff is virtually non-existent.

☐ Farmworkers do not recognize themselves in unfamiliar educational materials.

If we adhere to the principle that adult learning is most effective when it builds upon the learners' experience and knowledge, we must recognize that the migrant farmworker is distinctly disadvantaged by the absence of relevant learning materials. While it is arguable that human experience consists, fundamentally, of universal experiences, it is also true that adults with limited experience in learning *Farmworkers find it difficult to recognize themselves in educational materials which are culturally or cognitively unfamiliar.*

Prospects for Service Improvement

The project team's site visits, in general, confirmed an initial concern that strategies for improving service must simultaneously address the adequacy of literacy curricula, and issues related to overall program design—a focus much broader than that of curriculum, educational concepts and content.

While the content and structure of curriculum lies at the heart of building the capability to serve migrant farmworkers' adult education needs effectively, concomitant efforts are necessary to attain that goal.

❑ Adequate, attainable, and ambitious outcomes are needed.

In general, there is an evident need for systematic program development efforts, i.e., concrete planning which examines, in depth, the overall educational needs of migrant farmworkers in a local area, and also articulates *adequate, attainable, and ambitious outcomes.*

Within such a strategic planning context, it will be necessary to initiate curriculum development efforts linked to learners' concerns while tightly joined to ongoing staff development, *improvement of the tattered safety net of supportive services*, and a firm commitment to address the learning needs of adult migrant farmworkers in more than a piecemeal fashion. In this regard, the efforts of the Florida Department of Education and the Center for Employment Training are extraordinary, although neither has yet been able to develop a totally comprehensive program.

❑ Access is needed to home-study materials, e.g., audio and video cassette-based modules; short workshops and clinics; and life skills courses.

The inevitable extension of systematic local planning efforts requires that adult education administrators allow adult migrants to continue learning wherever they are. Absent such a system, their learning experience will continue to be fragmented and consist of repeated efforts to re-learn skills and concepts forgotten and unapplied since the last school attendance.

There may also be a need for an *adult* on-line record transfer system similar to the Migrant Student Record Transfer System (MSRTS) currently in existence for migrant children.

What is definitely needed is access to a wider range of *home-study materials*, including *audio and video cassette-based modules*; availability of finely-honed *short workshops and clinics* which provide guidance and encouragement for continuing education and for linking acquisition of basic skills to occupational mobility; *and life skills courses* which address the very special needs of this sector of our population.

Human and social services in rural areas where migrant farmworkers are concentrated have been consistently underfunded over the past decade while demand for services has increased. Educational services have also been negatively impacted by federal and state funding levels that are inadequate to meet the need.

❑ Migrant farmworkers can do more for society.

The key element, perhaps, in effective efforts to improve educational opportunities for adult migrant farmworkers is that educators must rekindle a vision which has largely been lost; a vision that *migrant farmworkers can be and do more* with the benefits and knowledge of our information-based society. *It is imperative that the vision that they can prevail and move steadily toward social and economic equity be communicated to their students.*

The Future Outlook

Throughout the site visits, we met brilliant and dedicated improvisers, administrators and teachers who stretched their limited resources to extraordinary lengths in attempts to serve students with extraordinary educational needs.

☐ A solid foundation exists, but there remains a long way to go.

Our observations during the site visits suggest that there is a strong commitment to build a delivery system which will provide adult migrant farmworkers with access to first-rate learning opportunities. A solid foundation exists, but there remains a long way to go.

The expectation of Slaughter & Associates, the Project Team, and the Technical Advisory Group, is that the journey on the long road to full human development and assimilation be made easier and quicker for the American migrant farmworker community by the production of this work.

THE MIGRANT FARMWORKER COMMUNITY

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THE MIGRANT FARMWORKER COMMUNITY

America's migrant farmworkers comprise a most unique community. They represent the equivalent of a Third World community in the midst of the most affluent and technologically developed post-industrial nation in the world. The social, cultural and economic gaps between the farmworker and mainstream societies are ever widening. Providing educational, vocational and support services to the adult migrant farmworker community is one of the important societal challenges of the 1990s.

FOCUS

- ☐ The bleak reality of the farmworkers' existence.

In July, 1986, the late Congressman Mickey Leland, Chair of the Select Committee on Hunger of the United States House of Representatives, eloquently and succinctly described the condition of the nation's farmworkers as follows:

> *[They are] ill-housed, ill-clothed, ill-fed, undernourished, under-educated, underpaid, and facing enormous health hazards. [They are also] politically powerless, socially isolated, excluded from much of the work-protective legislation other American workers take for granted, and unable to compete in the labor market for the higher wages that would permit them to resolve their own problems or ameliorate the bleak reality of their existence.*

This perception is essential for developing the capacity to understand and to be able to respond to the educational and vocational needs of America's migrant farmworker community.

DEMOGRAPHICS

Definitions

Alternative definitions of "migrant farmworkers" abound and yield diverging profiles of the population. Though a 1985 National Governors' Association Conference issued a consensus recommendation giving top priority to adoption of standard definitions regarding farmworkers, to date no progress has been made in this effort.

There is, however, consensus among a wide range of experts that 1980 census data does not provide a very accurate profile of the farm labor force. A great deal of effort has been spent in attempts to adjust the 1980 census data, but the results have not been satisfactory.

❑ A lack of definitional standardization.

Major sources of definitional variation regarding farmworkers include: a) the scope of farmwork, b) the recency of farmwork, c) the amount of farmwork performed, d) inclusion of dependents, and e) definition of migrant, as opposed to seasonal, farmworkers. Variations in definitions stem from different legislation and departmental regulations interpreting that legislation. The most troublesome differences stem from the variances among the U.S. Departments of Education and Labor, and the Justice Department's Immigration Reform and Control Act (IRCA) definitions used by all federal agencies for research and policy-making regarding the farm labor force.

The definition of "migrant farmworker" promulgated by the U.S. Department of Education (34 CFR Part 425) is distinguished by a broad definition of farmwork, including forestry, livestock, dairy, and poultry workers (in contrast to narrower definitions which identify a core of seasonal agricultural service work). The requirement of migration is defined as having moved to seek work within the previous 12 months. The definition is further distinguished by narrow eligibility criteria that do not include farmworker dependents as derivatively eligible.

Finally, the migration provisions are flexible in that the criterion of movement across school district boundaries includes as migrants a large number of farmworkers considered by other agencies to be seasonal farmworkers.

Due to a lack of definitional standardization from different sources, no definitive data are available regarding the exact size, characteristics, or distribution of program-eligible migrants. However, despite the extraordinary definitional complexities, a profile of the target group, which generally reflects the whole population, is possible.

Ethnic Composition

The best data on the migrant farmworker population comes from the National Agricultural Worker Survey (NAWS), an ongoing special-purpose survey by the U.S. Department of Labor initiated in July, 1988 and continuing through 1991. Based on NAWS, 67% of the farmworker population consists of foreign-born Hispanics, 22% U.S.-born Whites, 4% U.S.-born Hispanics, 4% U.S.-born Blacks, and 3% Asians and others (Mines, 1989 unpublished data). However, the NAWS somewhat underrepresents migrants; the actual migrant population is likely to include a significantly higher proportion of U.S.-born Hispanics and U.S.-born Blacks and fewer U.S.-born Whites, than indicated by the NAWS sample.

❑ There are significant variations in the ethnic composition of the farm labor force.

There are significant variations in the ethnic composition of the farm labor force from one community to another. The most ethnically heterogeneous migrant stream, the Eastern Migrant stream, which formerly included many U.S. Blacks, some Haitians, and some Whites from Appalachia, is coming to be dominated by recent immigrants from Central America and Mexico. The ethnic composition of the Midwestern and Western farm labor force continues to be overwhelmingly Mexican, although the Midwestern farm labor stream includes many "green card" Mexicans residing in Texas who are, if not citizens, firmly established U.S. residents.

English Language Capability

❑ Most transactions are conducted in Spanish.

A variety of studies strongly suggest that the foreign-born Hispanic population continue to have severely limited-English capability for many years after they have arrived in the U.S. While rate of language acquisition is affected by age of entry into the U.S., the strongest factor affecting migrant farmworkers' acquisition of English is that most live and work in environments where the bulk of social and economic transactions are conducted in Spanish language enclaves.

The most recent of these studies, the Comprehensive Adult Student Assessment System (CASAS) survey of California ESL/Civics class enrollees (CASAS, 1990) shows that over 80% of immigrants residing in the U.S. for eight years or more have less than a functional level of English ability. Farmworker acquisition of English is probably much slower than that of urban immigrants.

❑ At least 75% of the migrant population has extremely limited use of English.

A recent survey of Special Agricultural Workers (SAWs) shows that 93% of immigrant farmworkers who had lived in the U.S. an average of five years spoke no English, or only "a little" English. Consequently, the study estimates that at least 75% of the migrant population—which includes Asians and Haitians, as well as Hispanics—has extremely limited use of English. Because of changing conditions which affect international migration, a small but significant number of Mexican and Guatemalan farmworkers speak an Amerindian language (e.g. Kanjobal or Mixteca) as their primary language.

Educational Levels

- Education is inversely correlated with age.

Information on migrant farmworkers' educational levels is full of uncertainty because the main sources of information come from program data which do not reflect the education of the overall population but, rather, that of a self-selected population. Recent studies also show that education is inversely correlated with age, reflecting improving educational environments among younger U.S.-born and Mexican-born farmworkers.

The decade-old Farmworker Data Network study of 26,000 adult farmworker clients of farmworker service agencies shows an average educational attainment of 7 years of school. This data, however, underrepresents immigrant farmworkers because program participation was, in many instances, tied to legal immigration status.

A national probability sample of migrant farmworkers in 1973 shows an average educational level of 3.4 years for handicapped farmworkers. A 1988 report on the status of migrant farmworkers shows an average educational level of 6.5 years of schooling. This report is based on program data and educational attainment and not on educational competencies; thus, it is likely to represent a high estimate of educational levels for farmworkers. Since the program data were collected in 1985 and 1986 from JTPA Title IV, Section 402 service providers, (Migrant Farmworker Programs), it underrepresents the immigrant farmworker population.

- About 80 percent have fifth grade literacy levels or less.

A 1988 survey of immigrant farmworkers in California showed an average educational level of 5.4 years. An important revelation in this survey was the effect of years of schooling in Mexico. The ethnographic literature on Mexican immigrants suggests that most U.S.-bound immigrants' educational achievements are lower than their level of schooling would suggest since most missed substantial amounts of school while they were children in Mexican sending communities.

The best estimate of the educational competencies of the adult migrant farmworker population is that about 80 percent are "educationally disadvantaged" in the context of the Adult Education Act's definition, that is, having fifth grade literacy levels or less. A relatively small subgroup of U.S.-born farmworkers, who are school dropouts, are more likely to be at the higher end of the literacy scale; that is, functioning above fifth grade level but below ninth grade level.

Farmworker Demography

Currently ongoing ethnographic work in farmworker communities suggests that the demography of the farm labor force is important in understanding the educational needs of the population. While the farm labor force is, overall, a young one, it appears that the migrant population consists of several disparate sub-groups: an aging group of "green card" workers in their 40's and 50's who entered the U.S. as part of the *Bracero* program and have continued in farmwork; a group of first-generation U.S.-born workers of Mexican ethnicity, many of whom dropped out of school and went into farmwork; and a very large group of recently immigrated young Mexican and Central American farmworkers.

❑ The farm labor force is young and male-dominated.

It is also important to recognize that the farm labor force is young and male-dominated. According to the NAWS data, 78% of farmworkers are male, while the remaining 22% are female. NAWS data, however, specifically excludes the employees of fruit and vegetable processing firms who are predominantly female and who, ethnographically, are part of the migrant population. These consist primarily of the wives and daughters of male field workers. Since this group would appear to be "farmworkers" under the "agriculture-related" criterion of farmwork occupations, this group should be considered an important sub-group, increasing the proportion of women in the "universe of need."

The heterogeneity of the current migrant farmworker population has important implications for our understanding of the demands placed on adult education curricula. Because the life and career strategies of each of these sub-groups are likely to be distinctive, and since curricula should be responsive to learners' individual needs, we must consider the relevance of curricula to the needs of each distinctive group.

Limitations of Demographic Data

❑ A centralized and coordinated collection, analysis and application of the data is needed.

Precise demographic data about this mobile, silent and often invisible community are difficult to gather and analyze. Relatively accurate and fairly current information, although fragmented and narrowly defined, is available in some federal departments such as Agriculture, Education, Health and Human Services, and Labor. Counterpart state-level departments and some specialized academic communities also collect, analyze and publish information about the migrant farmworker population. *What is lacking for federal and state planners, public policy makers, administrators and providers of educational, social and vocational services is a centralized and coordinated collection, analysis and application of the data.*

SOCIOLOGICAL CONSIDERATIONS

Migrant Farmwork

❑ Migrant farmworkers are the "poorest of the working poor."

Migrant farmworkers throughout the United States are recognized as the "poorest of the working poor." On average, they are agriculturally employed half the year and seldom earn more than $6,000 a year. They qualify permanently for the "below poverty level" list, regardless of the rise and fall of economic indices. Migrant farmworkers are the prime example of that growing *underclass* of Americans who cannot escape poverty by means of hard work.

It is important to recognize that migrant farmwork is not a lifelong career. A great deal of political and policy controversy has swirled around the desirability of programs designed to help farmworkers leave farmwork for other, more stable, better-paying occupations. Experience with farmworkers indicates that the vast majority will inevitably leave farmwork, either due to occupational disability (often work-related), or to the lack of competitiveness in a work arena where earnings are usually based on productivity at extremely demanding physical tasks (Cortes, 1975; Mines and Martin, 1986; Wilk, 1986; Kissam, 1987; Kissam, Griffith, Runsten and others, 1990).

❑ Mechanization is changing the nature of farmwork.

In addition, the nature of farmwork is changing rapidly; a first wave of mechanization in the 1970s and 1980s is leading to a second wave of workplace reorganization, creating a double tier of agricultural jobs (the bottom tier requiring minimal literacy skills, the second tier requiring increasingly higher levels of literacy). Like the rest of America's resource industries, agriculture now relies, and will increasingly rely, on high technology.

❑ Industrial concerns of "Workforce 2000".

Few U.S. farmers run their own farms any more; they manage agribusiness operations. Particularly in the Western U.S., there is a great deal of ongoing aggregation of agricultural operations and an explosion of agricultural service firms (including farm labor contractors). The overall industrial concerns of "Workforce 2000" (e.g. learning to learn, the *Three R's*, reference skills, communication skills, creative thinking and problem solving skills, career awareness and development skills, interpersonal negotiation and teamwork skills, and effective organizational leadership skills) apply, to a great degree, to agriculture, as well as other industrial sectors.

Finally, there are demographic factors and developments subsequent to immigration reform which are likely to destabilize the settled farm labor patterns of the 1970s and 1980s. The work lives of migrant farmworkers are changing and can be expected to change with increasing rapidity in the future.

High levels of post-IRCA immigration resulted in widespread farm labor surpluses in 1990, which are likely to continue in the future. This makes it imperative for current U.S. farmworkers to achieve educational competencies to supplement limited agricultural employment with other jobs

☐ Impact of social and economic turbulence in the 1990s.

However interpreted, whether as the provision of "survival skills," "life skills," or "basic skills" (as defined by employer or industry needs), the question of formulating educational objectives for programs serving migrant farmworkers will, of necessity, need to be cognizant of the broad economic and social factors which can be expected to make the overall life strategies of migrant farmworkers more turbulent in the 1990s than they have been at any point in the past two decades.

Thus, substantial attention is devoted to the challenging issue of defining "basic skills" and the ways in which skills acquisition demands, whether articulated by adult migrant farmworkers or by those who employ them, may affect curriculum needs.

Distinctive Educational Needs

Career and life strategies, educational levels, and learning styles of sub-groups among the farmworker population are likely to be very different. Significant groups that our investigations indicate must be distinguished in the context of program design alternatives and curriculum development include, but may not be limited to, the following categories:

- Older, limited English-speaking farmworkers, with very low educational levels;
- Young, bilingual or English-speaking school dropouts;

- Young farmworkers, recently-emigrated from rural areas in Mexico, whose sole occupational experience is farmwork, who have extremely limited English proficiency and very low educational levels;
- Young, recently-emigrated farmworkers, whose previous experiences included jobs outside of farmwork in manufacturing or service industrial sectors, who have very limited English proficiency but relatively high educational levels (post-elementary).

❑ The distinction between "older" and "younger" farmworkers is an arbitrary one.

The distinction between "older" and "younger" farmworkers is an arbitrary one. However, in terms of career and life strategies, the 35-plus age group is in a very different position from younger learners. Men in this older age group have special need of basic skills to allow them to move up a career ladder in agriculture or to seek and retain employment outside of agriculture. Women in this same age group should experience less occupational pressure than the men. While both men and women in the 35-plus age group are likely to speak some English, the difficulties they experience in competing in the workplace are very serious.

The younger, English-speaking and bilingual school dropouts are most likely to be culturally and socially very similar to the general population of "high risk" youth and adult learners.

❑ Most are likely to be functionally illiterate in Spanish as well as in English.

The group of recently-immigrated farmworkers may not be as educationally motivated by occupational pressure, (since they are at the peak of their earning power in agriculture), as by the desire to acquire "survival skills" for living in the United States. A few, however, may have strong career aspirations which they know will require learning English and developing literacy skills. Most are likely to be functionally illiterate in Spanish as well as in English.

The last of these four groups, the Mexican and Central American immigrants from urban areas, most conveniently referred to as "economic refugees," are likely to have a substantially better education than any of the other groups. Many will have more experience outside of agriculture and would be very strongly motivated toward more remunerative occupations. Farmwork, for them, is only a means of moving through the "golden door" of U.S. career opportunity. Although they are relatively literate and many will have had very positive school experiences, they are severely limited in English.

In summary, the migrant farmworker population is a diverse one, likely to seek education for a variety of reasons; to come to learning with a wide variety of experiences, and competencies; and to require a variety of learning outcomes in order to make their educational experience a successful one. The adequacy of existing curricula and program designs must be assessed with respect to their capacity to deliver adult educational services in a context which allows outreach to migrant farmworkers, scheduling that is flexible, and program support which allows some "leeway" or respite from learning and which meets individual learners' specific objectives.

- A conservative estimate of the migrant farm labor force, excluding dependents, is approximately 3 million persons.

As noted above, definitional differences lead to greatly varying estimates of the total population of migrant farmworkers. A conservative estimate of the migrant farm labor force, as defined in the Adult Education Act, which *excludes* farmworker dependents who do not themselves work in farmwork, is approximately 3 million persons.

The size and distribution of this unique population is difficult to calculate with precision. What is known is that the national population of farmworkers is concentrated in a "first tier" of three "homebase" states: California, Florida, and Texas, where somewhere around 65-70 percent of the U.S. migrant farmworker population live. A"second tier" of states, where another 20-25 percent of the population reside, which include: Washington, Oregon, Idaho, Colorado, Arizona, New York, Michigan, Minnesota, Ohio, Illinois, Wisconsin, North Carolina, and Georgia.

Finally, there is a "third tier," consisting of the balance of rural states where the remaining 5-10 percent of the population is based. Current field reports from program providers, and Richard Mines' analysis of the NAWS data, suggest that the post-IRCA trend among recently-immigrated migrants is to settle out in some "upstream" states, as well as in traditional, homebase states.

Farmworker Community Strengths

- Migrant farmworkers have a work ethic unmatched by any other occupational group.

Migrant farmworkers should be perceived as members of whole communities, comprised of men, women and children, who live in both nuclear and extended families, and who demonstrate the best of human group behavior. They are cooperative and collaborative, and demonstrate supportive behavior towards each other and to those who befriend them. They enjoy and maintain a high level of group integrity, loyalty and pride. Migrant farmworkers have a work ethic unmatched by any other occupational group. They have a deep love for their children, are committed to strong family ties, and exhibit genuine affection for others in their communities.

❑ The national farmworker population is a viable *Third World community.*

One perception of this unique community is that the national farmworker population actually represents a viable *Third World community* growing in the midst of the most highly developed, technological country in the world. When viewed in this light, many of the problems of accessibility, communication and acculturation become clearer, and a better understanding is possible of the conflicting values between U.S. sociocultural institutions, such as schools and other service-providing agencies, and the farmworker community. This view may be useful to administrators and teachers of adult education programs in framing plans and strategies for serving the migrant farmworker community.

Contributions to the Society

Farmworkers *contribute much* of themselves to our society with their intensive hard labor and intelligence, their undaunted spirit, modest pride and optimism, their rich language, music and dance, their love of family, children and community. They possess a high degree of group cooperation and a very low order of competitive greed. Their introduction as students or parents to the American educational system, with its competitive gamesmanship and meritocratic values, is often a harsh, confusing, and traumatic social experience.

❑ The healthy values of our mainstream culture are present in farmworker communities.

With patience and sensitive perceptiveness, teachers and administrators can learn much from adult migrant farmworker students. Many of the healthy values of our mainstream culture, which we lament losing in recent years, are present in abundance in migrant farmworker families and communities. Despite their social isolation, grinding poverty, and other conditions destructive to human development, they manage to maintain very high levels of *personal integrity, family unity, and community loyalty.* In this respect, the farmworker community has something meaningful to teach us as we try to recapture and reinstitute many of these higher-order values in the American mainstream society.

❑ Their capacity for impacting the political system is virtually nonexistent.

Farmworkers *take very little* from society and cost less than any other sector of the American population, while contributing an equitable share of employment and consumer taxes. Their communities enjoy statistically insignificant crime rates, they have high employment levels when work is available, seldom utilize publicly subsidized social services, and, unfortunately, fail to take maximum advantage of educational and health services. Since they have no representative voice of their own and few, if any, are eligible to vote, their capacity for impacting the political system is virtually nonexistent. What occasional representation they do get is reactive and largely limited to help from advocates.

Farmworkers have no process for asking anything of The System; their cultural values militate against public confrontation with recognized authority figures or institutions, and the word "demand" is alien to their nature. Hence, they are seldom listened to and almost never heard.

The Effects of Social Isolation

Perhaps the most grievous aspect of the migrant farmworker community's condition is its *social isolation* from the mainstream society and its everyday activities. In this separateness are found manifestations of several anti-democratic elements that are destructive to the human condition:

- the erosion of individual and community esteem by the constant necessity to be represented by, interpreted for, and explained to, by some third party, well-meaning or not;
- an absence of economic and political empowerment, and very limited means of redress;
- the psychologically disabling recognition that their occupational identity—migrant farmwork—is negatively perceived by the rest of society. They do work that no "normal" person would want to do, and are reminded of that every day. *In a recent national survey, farm work was ranked as the most undesirable occupation on a list of 250.*

❑ In a recent national survey, farm work was ranked as the most undesirable occupation on a list of 250.

Perhaps most damaging of all is the migrant farmworkers' self-image. They see their state as their natural lot in life. Their often-expressed rationale for this self-image is that their life must be deserved, given the apparent disregard of others for them and their deplorable conditions.

❑ Our helping programs and services are not operationally disposed to function with anonymity.

Oftentimes, even the best of well-disposed helping professionals, such as school and social service personnel, reinforce the farmworkers' sense of being perceived as persons of low value. This happens, unfortunately, when they are publicly identified as persons (or a group) requiring *inordinate* efforts to accommodate their basic deficiency needs. *Our helping programs and services are not* *philosophically oriented nor operationally disposed to function satisfactorily with anonymity.*

Maslow's *Hierarchy of Needs*

Adult Education administrators, teachers and counselors will find in Dr. Abraham Maslow's hierarchical matrix of human needs, a useful foundation with which *to begin building an assessment of the needs* of migrant farmworkers, their families and communities, since they need to share *everything* the mainstream society has available.

MODEL OF MASLOW'S HIERARCHY OF NEEDS

ORDER	NEED
I. Highest Order	Self Actualization of the Individual
II Growth Needs (Meta-needs of equal importance)	Truth, Goodness, Beauty, Aliveness, Individuality, Perfection, Necessity, Completion, Justice, Order, Simplicity, Richness, Playfulness, Effortlessness, Self-Sufficiency, Meaningfulness, Self Esteem, Esteem by Others, Love and Belongingness
III. Basic and Physiological Needs (Deficiency Needs)	Safety and Security, Air, Water, Food, Shelter, Sleep, Sex
IV. The External Environment (Preconditions)	Need Satisfaction, Freedom, Justice, Orderliness
V. Lowest Order	Challenge, Stimulation

OVERVIEW OF PROGRAMS AND LEGISLATION

A wide range of federal legislation identifies migrant farmworkers as a "target group" due to their occupational and social segregation and to the extreme economic, social and educational disadvantages they experience. *The effectiveness of farmworker service providers is directly related to their understanding of the farmworkers and their environment, and to the establishment of flexible service delivery systems.*

❑ The educational needs of adult farmworkers have been addressed in a much more limited fashion.

Although programs such as *Migrant Education*, *Migrant Head Start* and *Migrant Health* have provided extensive and valuable experience in serving a segment of the migrant community, the educational needs of adult farmworkers have been addressed in a much more limited fashion. Agencies eligible to participate under the *Job Training Partnership*

Act (JTPA), have been the primary providers of adult education services; these programs provide educational instruction in the context of employment skills training. There are also a limited number of Local Education Agencies (LEAs) that have adapted traditional adult basic education approaches to meet the needs of migrant farmworkers.

❑ Farm labor is the first "stepping stone" into the mainstream of the U.S. labor force.

The *Adult Education Act* is a unique piece of federal legislation in its recognition that the migrant farmworker labor force consists, in large part, of recent immigrants for whom farm labor is the first "stepping stone" into the mainstream of the U.S. labor force. The Act also strongly favors targeting of services to those who are most educationally disadvantaged as well as to learners who are currently, or were very recently, in the farm labor force.

The educational needs of adult migrant farmworkers must be considered in the context of employability. Since the physical demands of farmwork mitigate against continuing as a laborer beyond middle age, an educational foundation which will enable them to upgrade their agricultural skills or move into non-agricultural jobs is a necessity.

❑ The composition of the farm labor force varies from one area to another.

It is also important to recognize that the composition of the farm labor force varies from one area to another. While the majority of migrant farmworkers are foreign-born immigrants with seriously limited English language skills, migrants born in the United States have distinctive and equally demanding adult education needs. One commonality is that virtually all farmworkers have very little education, averaging 5-6 years of schooling. Both foreign- and U.S.-born farmworkers need educational assistance in making the cultural transition into the mainstream of contemporary industrial society.

The diversity of the migrant farmworker population requires that effective adult education incorporate local planning efforts to adapt generally effective models to the special scheduling, language, and employability needs of migrant farmworkers.

Current perspectives on literacy emphasize the need for a wide range of skills to achieve social and economic equity in an information-based society. These include the skills of reading, writing, computation, problem-solving, career planning and communications. Improved skills are necessary to access and remain in future agricultural jobs, as well as in the mainstream industrial work force. Concepts of literacy are strongly driven by industrial demand but must also incorporate "life skills."

Given the prevailing educational levels of migrant farmworkers and considering the demands of both home and workplace which confront all adults in contemporary society, the amount of time and effort required for migrants to achieve minimum competencies is likely to be so great that programs will ideally prepare them for "continuing education," since short-term courses will only partially meet their needs even when delivered effectively.

- ☐ Educational services should be provided in connection with real life activities.

Educational services should be provided, to the extent possible, in connection with *real life activities*, with appropriate content for adults, as opposed to material developed for children or teenage learners. Determining an individual student's educational objectives should be a collaborative process; similarly, progress reports should be provided to the student on a regular basis. Class schedules must be adapted to account for both the seasonality and the work schedules of the migrant student.

Support services are an essential element in adult education for migrants because personal or family crises often interfere with learning. These supportive services include efforts to increase the learners' self-confidence. Vocational English as a Second Language (VESL) and workplace literacy programs are examples of educational programs that, when linked to employability development, many migrant farmworkers find particularly attractive.

Effective Program Models

There are several very promising service delivery models and curricula. The Center for Employment Training (CET) in California teaches Adult Basic Education (ABE) and English as a Second Language (ESL) concurrently with employment skills training—a nationally recognized practice which has been exceptionally effective.

In New York State, the Geneseo Migrant Center has developed the "in camp" program for a specific population, while LEAs such as the Weslaco Independent School District in the lower Rio Grande Valley and the Salinas School District in central California have successfully adapted traditional models to meet the needs of migrant farmworkers. Other service providers are experimenting with computer-managed instructional packages in programs serving adult migrant farmworkers.

❑ While each has exciting features, none of the models is totally comprehensive.

With the possible exception of CET's program, which has been identified as an exemplary model in a recent five-year nationwide study conducted by the Rockefeller Foundation, none of the existing models constitutes a "national model." While each has exciting features, none of the models is totally comprehensive. By definition, a "comprehensive model" should include the following elements: *outreach, orientation, initial assessment, development of individualized learning objectives, regular assessment of learners' progress, counseling, and a full menu of supportive services*. The inclusion of *employability training* and support for "continuing education" plans rounds out a truly comprehensive model.

Despite several promising models, adult education programs serving migrant farmworkers are *constrained* from providing effective individualized instruction by regulatory or funding guidelines. Classes for newly legalized residents (Amnesty classes) that are funded by the *State Legalization Impact Assistance Grant* (SLIAG) are often arbitrarily limited to 100 hours, in some cases 40 hours, of English as a Second Language/Civics.

Additionally, the cost-related criteria of the JTPA, Title IV, Section 402 performance contracts severely limit educational investments by the 402 contractors. While local coordination and inter-agency collaboration are important elements in extending scarce resources to rural areas, they cannot overcome the limitations of current administrative and programmatic frameworks.

❑ A significant experience base does exist.

Although a comprehensive model that includes provisions for adult basic education services to farmworkers does not yet exist, a significant experience base does exist upon which to develop one. *The quality of educational intervention required to bridge the enormous gap between the current literacy skills of adult migrant farmworkers and the basic skills needed to live and work in the mainstream of society must, of necessity, be very high.*

Legislation

❑ Education is a key element in social and industrial strategies on a national level.

Public Law 100-297 revised the *Adult Education Act* (The Act) in mid-1988. Final regulations based on these revisions were promulgated by the U.S. Department of Education in August 1989 and they provide a current policy and program context with which to examine the *condition* of the Adult Education state of the art. It is also useful, however, to consider the general question of adult education services to migrant farmworkers within an even broader policy and program framework; that is, one in which education is seen as a key element in social and industrial strategies on a national level.

Several legislative and regulatory concerns are noteworthy. *The Act* specifically emphasizes delivery of adult education services to "educationally disadvantaged" adults (with basic skills at or below fifth grade level) and "typically underserved groups," among which are limited English proficient (LEP) adults and immigrants.

Historically, the federal government has identified migrant farmworkers as a special population to be served via one of a set of national programs—the Adult Migrant Farmworker and Immigrant Education Program, outlined at 34 CFR, Part 436.

The U.S Department of Education appropriately links migrant farmworker and immigrant education because the majority of farm laborers in the United States during the past fifty years have been immigrants.

☐ Migrant farmworkers are a "special population."

Migrant farmworkers are identified as a "special population," and the legislative and regulatory language makes clear the federal strategy of focusing attention on specific program development areas via the national programs established under Part D of the Act. Emphasis is also placed on the necessity for systematic, long-term planning by states that is oriented toward collaborative efforts to meet overall adult education needs, with a focus on the more disadvantaged and underserved special groups.

Legislated Educational Services

What, in the broadest sense, constitutes the base of experience in providing educational services specifically targeted to adult migrant farmworkers?

☐ Priority has been given to migrant farmworkers' children.

Federal legislation concerning migrant farmworkers has historically included regulatory measures designed to improve the substandard working, occupational health, and housing conditions encountered by farmworkers. Federal public policy recognized the essentiality of program services designed to ameliorate or eliminate these substandard conditions and practices, especially where states showed reluctance in assuming responsibility for a migratory population. *As part of an overall strategy, program priority has been given to the well-being of migrant farmworkers' children.*

As a consequence of these perspectives, educational services to the migrant farmworker community over the past 25 years have focused primarily on services to children through the well-established Migrant Head Start and Migrant Education (K-12) programs. Early on, primary attention was given to K-6 education, but in the past 10 to 15 years that attention has turned to the important issue of supporting migrant teenagers in completing their secondary education and in making successful efforts to transition to college via the High School Equivalency Program (HEP) and College Assistance Migrant Program (CAMP).

☐ Secondary level programs need to be refocused and modified for adult migrant farmworkers.

Given that the main experience of educational institutions in serving the migrant farmworker community has *not* centered on adults, the review of the literature gave some attention to the relevance of existing migrant farmworker secondary school programs while recognizing its limitations. *To be useful for a largely unschooled adult population, the information gathered from the current secondary level programs needs to be refocused and modified for adult education programs intending to serve adult migrant farmworkers.*

With regard to services for adult migrant farmworkers, employment training programs have the most extensive history of service delivery. As with other federal program interventions, it became clear in the late 60's and early 70's that specially-targeted programs were required to deliver services to migrants, since regular programs did not address their special needs. The most extensive federal experience dates from the mid-seventies, when funding under CETA (the Comprehensive Employment Training Act) and, later, JTPA (the Job Training Partnership Act) became available to develop programs specifically oriented to providing adult farmworkers with training and employment opportunities.

However, because of policy changes in the transition from CETA to JTPA (most notably the development of performance standards emphasizing short-term, low-cost training), the JTPA emphasis on adult basic education for farmworkers has been limited.

The current Adult Education Act appropriately provides a broad definition of the purpose, scope and objectives of its authorized programs (34 CFR Part 425).

❑ The Act's definition reflects an important consensus about the proper mission of Adult Education.

The Act's objectives and programs of adult education encompass a variety of visions regarding educational outcomes, such as remediation, achievement of literacy, acquisition of survival skills, and development of employability skills. *The breadth of this definition reflects an important consensus within the professional education community about the proper mission of Adult Education.*

It may also contain the stimulus to support specific educational objectives and programs, which would be *capable of ameliorating the educational deficiencies that devastate the adult migrant farmworker community.*

States and counties also have sought to meet the needs of their adult basic education clientele, including migrant farmworkers. The experiences of these state and local educational agencies are important, but somewhat more difficult to track because they were, in many cases, somewhat spontaneous developments.

❑ Educational needs of farmworkers and other underschooled adults are similar.

Finally, the research suggests that, in many respects, the educational needs of farmworkers may be similar to those of the overall population of unschooled and underschooled adult learners. Similarities between these groups include limited English literacy, work in marginal, low paying and unstable jobs, and high levels of social and economic stress. Thus, attention has been paid to the general condition of the state of the art in Adult Education in order to glean information of some use in serving the adult migrant farmworker community. However, in order to maintain an appropriate focus, priority consideration has been given to educational areas and settings where the learners were specifically adult migrant farmworkers.

In summary, the working hypothesis has been that, in virtually every case, it will be necessary to examine the question of "transferability" to determine how well teaching methodologies, program design features and materials may relate to the provision of educational services that are "fine-tuned" to the needs of the adult migrant farmworker community.

EXTRAORDINARY CIRCUMSTANCES OF MIGRANT FARMWORKERS

An extraordinary set of circumstances affects the lives of migrant farmworkers so consumedly that it becomes imperative that these conditions be considered carefully *before attempting to focus on a singular educational solution to a whole constellation of grievous problems.*

Foremost among the many problems that plague the lives of migrant farmworkers are:

- the instability of their employment;
- the attendant factors and forces that sustain that instability;
- the incapacity of the American social justice system to afford them any permanent remedy or relief.

❑ A realistic context within which to teach adult farmworkers.

Consequently, it behooves the Project Team to present a capsule version of the more generic and distressing problems faced by the migrant farmworker community. *Our expectation, in so doing, is that Adult Education teachers and administrators may have a realistic context in which to apply their efforts on behalf of adult farmworkers.*

Stabilization of the Farm Labor Force

Stabilizing the farm labor force is a critical issue that severely impacts the agricultural industry, the economies of dependent local communities, and the farmworkers. The multi-billion dollar annual agricultural production of the U.S. contains a high level of labor-intensive crops, which generally include *vegetables, fruits, nuts and nursery products*. These *are the crops that provide work for migrant farm labor*.

The stabilization of the U.S. farm labor force, comprised almost entirely of migrant and seasonal farmworkers (MSFWs), requires a comprehensive, coordinated and multi-dimensional effort by public and private sectors at national and state levels. This effort must include the integration of the following interdependent elements:

- Available and affordable housing;
- Comprehensive health benefits and services;
- Adult basic education, vocational education and literacy programs;
- Enforced protection from work related illness and injuries;
- Improved matching of labor supply and demand;
- Technical training to upgrade employment in agriculture;
- Compliance with legally established fair employment practices and other worker-protective measures;

- Restructuring of outdated child labor standards, and compliance with child-protective laws.

☐ Permanent solutions to migrant farmworker problems are not foreseeable.

Without a holistic treatment of the major problem of instability, and its related causes, permanent solutions to migrant farmworker problems are not foreseeable in the near future.

Agriculture, Farmworkers and the Law

American agriculture is an industrial phenomenon on the national and international landscapes. It leads the world with its technology, its massive production capacity, and the unmatched quality of its harvests. In concert with the nation's great universities, it has no peer in agricultural research and development nor in the management, economics and politics of agricultural affairs. Scientists and serious students from all over the world of agriculture flock to the United States to observe, learn and marvel.

☐ "Can't live with them and can't live without them."

There is one glaring exception. America's agriculture suffers an aberration that mars the quality of this large and powerful industry and its otherwise remarkable achievements: *its ambivalent relationship to its work force.* That relationship has classical symptoms that are colloquially described as "Can't live with them and can't live without them."

Growers and producers of labor-intensive crops throughout the country's fertile and abundant land are totally dependent on the *availability of a specified number and kind of farmworker at the right time and place.* Year in and year out, this dependence spells the difference between profit or loss.

On the other hand, the industry's public behavior toward its labor force is often marked by a callous indifference to basic human needs. At times, it demonstrates a flagrant disregard of its employees' legal and civil rights. Moreover, it is public knowledge that the industry violates federal and state laws and regulations intended for the protection of worker health and safety with almost total impunity.

Ambivalent conduct of this nature is characteristic of the anti-social behavior of *abusers*, whether of harmful substances, of the law, or of human beings. When it becomes systemic in human organizations, social psychologists call it *institutional violence,* and *a healthy society acts to heal itself of this aberrant and destructive behavior.*

☐ Owners and workers continue to maintain unyielding, adversarial relations which are detrimental to both parties.

Agriculture is the last American industry where such a strong disjunction exists between employers and employees. *Owners and workers continue to maintain unyielding, adversarial relations which are detrimental to both parties.* This obstinacy is much more reminiscent of American labor-management conflicts of a century ago, than of a modern-day industry approaching the 21st century. The costly intransigence is even more baffling since it emanates from an industry that is painfully aware of the threatening economic changes occurring in today's domestic and international marketplaces.

Migrant farmworkers throughout the U.S. do not need new laws, statutes, ordinances, and regulations to add to existing legal rights and protections. They need compliance with the law, and strict enforcement of the law in the absence of compliance.

Education

Adult Education, Vocational Education, and English as a Second Language (ESL) *programs serve less than 10 percent of the nation's predominantly Spanish-speaking adult farmworker community.* Seventy percent are 25 to 44 years old and average 5.5 years of prior schooling, very little of it in American schools.

☐ One in 10 completes the 12th grade.

Migrant Education programs (K-12) lose approximately half their initial enrollments by the 9th grade. One in 10 completes the 12th grade. Few migrant farmworker families with pre-school age children can avail themselves of early childhood education programs such as Head Start.

Most farmworker children enter the first grade with disadvantages that later manifest themselves as severe learning problems. *In the early grades, a pattern of academic failure develops that precedes early drop out a few years later.* Pre-school academic deficits in migrant children are a result of:

- poor prenatal care and nutrition;
- sporadic family health care;
- an absence of intellectually stimulating materials; and
- a lack of positive experiences in their constraining social environments to help ease the process of acculturation.

Conclusion

Migrant farmworkers cannot work their way out of poverty. Their only way out is through education and training, followed by decently paid, stable employment. *The migrant farmworker community needs help in getting the quality of education that will empower them to help themselves.* This will also enable them to recognize and choose among alternative ways of being and living.

☐ Education that will empower them to help themselves.

Strong and courageous educational leadership is needed to bring a fair share of the vast federal and state resources to bear on the issues impacting the quality of life of the migrant farmworker community of the United States.

EDUCATIONAL CONCEPTS

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EDUCATIONAL CONCEPTS

Migrant farmworkers have unique characteristics which differentiate them from many other adult learners. They face extraordinary barriers which inhibit their ability to access traditional educational systems. Alternative and innovative educational techniques offer hope for improved literacy education and life choices.

INTRODUCTION

Adult Education — The Conventional Wisdom

☐ It stresses learning how to learn and learning how to facilitate learning.

This discussion presents an overview of educational concepts and operating guidelines that have particular promise and merit for educating adult migrant farmworkers. It stresses instructional approaches which emphasize the principles of *learning how to learn and learning how to facilitate learning.*

Effective instructional design must be geared to the specific characteristics of the learner. Migrant farmworkers have unique characteristics which differentiate them from many other adult learners because they are:

- often foreign born with limited English language skills and little prior schooling;
- employed marginally at physically demanding labor;
- likely to be undocumented or recently documented, and fearful of authority and institutions;
- often inadequately aided by social service systems because of their transient nature;
- generally participants in strong information and family networks in their homebased communities in the United States and abroad.

☐ The desire to improve their literacy is overcome by the pressures to survive.

The desire of adult migrant farmworkers to improve their literacy is often overcome by the pressures of everyday life to simply survive. Basic education for the adult migrant farmworker must therefore be as efficient as possible, build upon existing language, knowledge and experiences, and be perceived as having immediate and lasting benefit to the farmworker.

☐ Value-laden learning should occur within a context relevant to the learner.

Literacy and numeracy skills are more readily acquired when that which is perceived as important is incorporated into the learning strategy and curricula. The synthesis of life, work and basic skills offers meaning for the migrant farmworker. In their book, *Literacy: Reading the Word and the World*, Paulo Freire and Donaldo Macedo urge instructors and policy makers to view literacy "*as a medium that constitutes and affirms the historical and existential moments of lived experience that produce a subordinate or lived culture*." Thus, value-laden learning should occur within a context relevant to the learner and in a fashion which supports interaction and analysis.

FACILITATING TEACHING AND LEARNING TRANSACTIONS

Several features are common to most adult learning:

- The participants are volunteers in the learning process by virtue of their adulthood.
- They are engaged in a purposeful exploration of knowledge.
- These explorations, for the most part, take place in a group setting.
- The participants bring to the setting a collection of knowledge, experiences and skills that shape how new ideas and information are received and acquired.
- These prior experiences and learnings are the source of valuable curricular resources.

These commonalities suggest that the learner's "stock" of prior learning, experience and knowledge is unique and therefore influences how new learning and information is filtered through acquired knowledge, attitudes and experience. The results of this filtration are consequently somewhat unpredictable. *A respect for individual perspectives and a knowledge of their role in the collective learning process is required in order to facilitate adult learning.*

Voluntary Participation

☐ Unlike education for children, adult formal learning is a voluntary act.

Unlike education for children, adult formal learning is a voluntary act which must fit into other prerequisites for survival. Although a migrant farmworker's motivation to learn may be high, so too are his or her fears, previous educational liabilities, and real life constraints. An instructor can help overcome these barriers by engaging the learner in framing instruction in terms which are comprehensible and meaningful to the learner.

Mutual Respect and Affirmation

Each adult migrant learner must be respected as a separate and unique individual. Denigration of prior experience and knowledge is likely to discourage learner participation, diminish self confidence and inhibit learning.

☐ Instruction should facilitate self and mutual respect.

Critical thinking and self reflection are integral to the learning process. Instruction should facilitate self and mutual respect within the instructional setting. The instructor and other class participants must learn to interact in ways which encourage participation. Additionally, the contributions of more verbal participants should not be allowed to overshadow those who are more timid and less vocal.

Positive Learning Environment

Establishing a positive climate for learning is one of the most important roles of the instructor. Features of a good learning climate include the following:

- Seating is organized to permit learners to move freely into small groups.
- Humor and examples from real life are used in instruction.
- Active and persistent participation of all students is encouraged.
- Success is acknowledged and shortcomings are minimized.
- Small group and one on one assignments are used to build collaborative skills.
- Sufficient time is set aside for individual study and reflection.

Collaborative Spirit

☐ Publicly acknowledge the experience and knowledge of learners.

Acknowledging the experiences and knowledge of learners helps create a collaborative spirit. Regardless of the instructional strategies used, time must be provided for group-centered, collaborative experiences to foster and strengthen a sense of self functioning with a larger group. Models for developing this collaborative spirit can be found in community action programs, community development efforts, mental health clinics and alternative forms of adult education.

"Praxis" — Learning Through Action and Reflection

☐ Understanding and describing the context is central to learning and to literacy.

The concept of *praxis*, that is, exploring, acting and reflecting on new ideas, skills and knowledge, stresses that learning does not take place in a vacuum. Understanding and describing the context is central to learning and to literacy.

The nature of the learner's relationships, social interactions, and work world is a primary focus for learning. The adult learner needs to be engaged in a process of investigation and exploration, followed by a period of reflection, followed by further investigation, exploration and reflection. Each facet of this process is equally important. Taking and discussing neighborhood walks, looking at photos and home videos, telling stories; and performing skits encourage the exploration of language and symbols.

☐ Discuss, analyze and understand structural forces that limit life options.

Standard life skills instruction provided by many adult education programs provides little to enable the migrant learner to discuss, analyze and understand structural forces that limit his or her life options. Instruction generally does not actively engage the learner in the investigation and exploration of how his or her life is impacted by such factors as wages, benefits, sanitation, work conditions, work security and safety and strategies to address these factors. Nevertheless, because these factors are a central concern in the migrant farmworker's life, they are potentially vehicles for developing literacy and numeracy skills and for encouraging the farmworker to seek additional learning experiences.

Critical Reflection

☐ Encourage critical reflection and stimulate curiosity about the learner's surroundings.

Learning is stimulated when students are prompted to define and examine their knowledge, beliefs, values and behaviors. In order to accommodate this learning, the instructional design and the instructor should encourage or present alternative interpretations of the learner's personal relationships, work life, and sociopolitical reality. This is not to discredit the learner's perspectives but to encourage a critical (often cross-cultural) reflection and stimulate curiosity about the learner's surroundings.

In *Understanding and Facilitating Adult Learning*, Steven D. Brookfield suggests that this is one of the major differences between training, in which a clearly identified set of skills and knowledge is transmitted, and education, where the learner is expected to examine the underlying assumptions regarding the acquiring of skills, rather than the uncritical assimilation of knowledge. This critical examination of knowledge can be facilitated in literacy instruction by choosing examples, language and experiences that draw attention to beliefs and the learner's attitudes about the materials.

Self-Direction and Empowerment

- ☐ Personal empowerment is essential for developing a continuing desire to learn.

Building the learner's confidence, sense of purpose and personal empowerment is essential for developing a continuing desire to learn. The learner should be able to set learning goals and evaluate his or her progress. Implicit in the development of this self-directed learning is the ability to reassess facts, information and perspectives while replacing old ways of evaluating the world with new models. This process, while enabling, can be painful and confusing.

Building self-directedness and a sense of empowerment is a major overriding goal of the adult basic education instructor. While there are no road maps, it is clear that ensuring early success is an important aspect of curricula design.

Empowerment can threaten others close to the learner, including spouse and friends. These threats should be recognized and made the basis for discussion, analysis and problem solving.

- ☐ Empowerment encourages the learner to take responsibility for learning.

In many states, residents have the right to a high school education regardless of their age and personal circumstance. This right is an institutional empowerment, but it must be translated into a personal one for the farmworker who must be helped to exercise this right. Empowerment encourages the learner to take responsibility for learning and to take responsibility for the nature of the learning context. This can have far reaching effects on the life of the farmworker. The acquisition of language can be a basis for acquiring social and political empowerment as well as the development of personal skills.

Cognition

Cognitive skill challenges in curricula stimulate the ability to compare, synthesize and to synergize information. The development of learning process skills are based on the interrelated activities of:

- observing
- making operational definitions
- classifying
- recognizing time-space relationships
- inferring
- formulating and testing hypotheses
- predicting
- formulating revised models
- interpreting data

❑ These processes help form critical thinking skills.

When organized in a structured fashion, these activities promote problem solving, solution seeking, decision making and critical thinking. Opportunities to use and develop these cognitive skills should be readily present in an adult basic education curriculum. It is these process skills, often referred to as ***critical thinking skills***, which form the core steps of learning—while the learner's background and experiences form the learning crucible.

HOW ADULTS LEARN

A synthesis of research on adult learning theory and practice suggests these principles of adult learning:

- Adults learn throughout their lives with transitional periods in their lives often being the cause and motivation for intensive learning.
- Adults have diverse learning styles (methods to encode and process information, cognition and mental models) and learn in different ways, at different times and for different purposes.
- In general, adults prefer learning to be problem-centered or solution-oriented and related to their perceived needs.
- Adults want learning outcomes to have immediate application.
- Prior experiences affect current learning, positively and negatively.

❑ How effectively adults learn is linked to their self concept as learners.

- How effectively adults learn is linked to their self concept as learners.
- Adults are often self-directed in their learning.

These principles serve as important criteria for developing and evaluating curricula and instructional strategies for adult migrant farmworkers.

Research on how information is best transferred suggests that standard forms of instruction based on reading, hearing and seeing are not necessarily the best ways to insure learning retention. Table 1 presents estimates of retention rates for information transfer.

TABLE 1

COMPARISON OF INFORMATION TRANSFER RATES

Mode of Presentation	Retention Rate
Reading	10%
Hearing	20%
Seeing	30%
Seeing and Hearing	50%
Saying	70%
Saying and Doing	90%

These data are persuasive in promoting active learning and self-directedness over passive teacher-directed instruction.

Instructor's Role in Prompting Self-Directedness in Learning

An instructor can encourage and enhance the learner's capabilities as a self-directed learner by doing the following:

- Promote the use of a wide variety of learning resources including the experience of others.
- Encourage learners to articulate their learning needs and the cultural and psychological assumptions that color these needs.
- Assist learners to take increasing responsibility for determining learning objectives and criteria for success.
- Organize course topics and materials to relate to the learner's current environment and interests.
- Stimulate learner decision-making by utilizing relevant learning experiences which draw upon, expand and encourage critical analysis, and alternative perspectives.

- Facilitate problem description, analysis and solving—acknowledging the relationship between personal problems and public issues.
- Reinforce the learner's self concept by providing a supportive environment which encourages risk taking, avoids competitive judgement of performance, and involves group support.
- Utilize experience-based and participative instructional methods with the appropriate use of modeling and learning contracts which tie the learner and instructor to the learning objectives.

☐ The adult instructor's primary role is to facilitate learning.

These guidelines define t*he instructor's primary role as a facilitator* whereby the instructor is sensitive to the learner's self-concept and past experiences, and encourages the learner's suggestions regarding his or her own learning style. A drawback to this approach is that it requires considerable time and energy on the part of the instructor. However, simulation games and discussions about topics like, "What do you do to remember something?" or "What tricks do you use to remember important things?" help students understand how they best learn and makes the point that persons learn differently and can benefit from different learning strategies.

Andragogy — Describing Adult Learning

☐ Andragogy is the art and science of helping adults learn.

Andragogy is a term, a concept and a rallying cry against the use of didactic, authoritarian methods of school-based instruction. Malcolm Knowles describes andragogy as a set of assumptions that define "the art and science of helping adults learn, in contrast to pedagogy that is the art and science of teaching children." The following basic assumptions of andragogy echo concepts already presented:

- Adults desire and demonstrate a tendency towards self-directedness as they mature, though they may be dependent in certain situations and conditions.
- Adult experiences are a rich resource for learning and teaching others. Adults learn more effectively through experiential techniques of education such as discussion or problem solving.
- Adults are aware of their specific learning needs determined by real life tasks or problems. Adult education programs should be organized around "life application" categories and sequenced according to learners' readiness to learn.

- Adults are competency based learners in that they wish to apply newly acquired skills or knowledge to their immediate circumstances. They are therefore "performance centered" in their orientation to learning.

Alternative Learning Models

❑ The need for *anytime, anyplace and any pace* learning will increase.

Unfortunately, the model of the single instructor in a classroom teaching adults, sitting in seats organized in rows, in a one-way transmission of information is still all too common. However, the need for *anytime, anyplace and any pace* learning will increase throughout the 1990s as will the resources to enable this flexible learning. The inability of adult migrant farmworkers to participate in long-term instruction emphasizes the need for alternative learning models.

❑ Alternative learning is adult instruction in settings other than the traditional classroom.

A conceptual distinction for alternative learning is that it is individual (case) centered rather than class (group) centered. While still more a vision than a reality, as new tools become available, it is increasingly feasible to facilitate learning in alternative contexts. For the purpose of this discussion, alternative learning is considered to be adult centered instruction provided for the most part in settings other than the traditional classroom. It includes:

- computer centered and managed instruction (regardless of the environment);
- distance learning (satellite, radio and cassette, video and computer based remote learning);
- workplace and worksite instruction;
- community-based and homebased instruction;
- independent study;
- self-paced open entry - open exit enrollment.

Alternative learning has a long history in adult education associated with leadership, small group and professional development activities. Traditional adult basic education and English as a Second Language have been more class than client (learner) based, however. Alternative approaches are attractive because they seek to accommodate the life style and schedule of the learner rather than the instructor.

Instructional strategies can be built around the life and work patterns of the migrant farmworker including: nutrition, child care, family health, wages, worker rights and safety. Learning plans should recognize how long and how often the migrant farmworker can participate in learning and activities should be structured to fit this context.

Guidelines for Good Learning Practices

❑ The behavior modification approaches of the humanist psychologists.

Adult education has a rich and broad history. Much of its theory and practice has come from professional training and continuing education experiences along with the more experimental behavior modification approaches of the humanist psychologists. This tradition can guide the development of adult migrant farmworker education strategies, methods and curricula. The following indicate some basic guidelines to follow in providing instruction in literacy, numeracy, ESL, secondary education and job skill training for adult migrant farmworkers:

- Build on learner experience and knowledge.
- Establish a positive climate for learning.
- Put equal emphasis on theory and practice.
- Promote self-direction and empowerment in learning.
- Emphasize learning process skills.
- Promote solution-centered learning.
- Relate classroom instruction with its immediate application.
- Promote the use of extended learning resources.
- Assist the learner to establish learning objectives and success criteria.
- Utilize experience-based and participative instructional methods.

MODELING ADULT LEARNING OBJECTIVES

Defining Purpose

❑ There are differing objectives for literacy instruction and basic education.

Within the community of adult educators and instructors there are differing objectives for literacy instruction and basic education. They take four forms:

- **Academic Definition**

  Literacy is defined in terms of academic or school grade equivalency. For example, individuals are considered literate if they function between the 4th and 8th grade level based on one definition and about the 8th based on another.

- **Functional Life Skills**

  This approach defines learners to be literate if they can function effectively vis a vis social requirements such as reading the newspaper, signing a check, and balancing a checkbook.

- **Functional Job Skills**

  With this approach the ability to function proficiently at specific jobs is the literacy measure. This may suffice for a job, but not necessarily for the literacy demands of everyday life.

- **Emancipator Literacy**

  Freire and Macedo see literacy as a vehicle whereby disadvantaged persons are able to participate more effectively in their own and their society's transformation.

These different definitions of literacy suggest that there is purpose on the parts of the learner and instructor and that these purposes may conflict or be misunderstood unless articulated by both parties.

Adult Migrant Farmworker Education and Conceptual Contradictions

☐ Several contradictions reduce the effectiveness of adult migrant programs.

There are several conceptual contradictions that reduce the effectiveness of adult migrant farmworker education programs. They should be understood and addressed in determining instructional strategies.

- **Mobile Learner — Static Provider**

  The most difficult contradiction to address is the mobile nature of migration and the static nature of the instructional setting. If learning is class-centered, it leads to a pattern of not completing classes, playing catch up, and possible labeling of the learner as slow or disinterested.

  Individualized instruction and short learning sequences can resolve much of this contradiction. The use of computer-based learning may reduce learning time and facilitate self-paced learning.

  Locating the bulk of the learning resources in large homebase communities (California, Florida, and Texas) rather than in upstream communities is a potential public policy response.

- **Learning for What Purpose**

  The lack of agreement among professionals as to whether the instructional goal of literacy is academic, life skill, or job skill, is problematic. The Job Training Partnership Act emphasizes the acquisition of job skills literacy for adults and academic literacy for youth. Yet, *high school completion* (the first meritocratic milestone) *is a critical measure of adulthood* in the United States and is, on a psychological basis, perhaps just as important for older workers as it is for new entries into the labor force. Instructional purpose that does not include academic literacy may be dysfunctional learning, regardless of age or other factors.

- **Mainstreaming and Cultural Diversity**

  Farmworker human service programs often emphasize the uniqueness of the migrant and seasonal farmworker in their programs and offer limited services aimed at bringing farmworkers into the mainstream society. Conversely, *traditional school systems tend to discount the uniqueness of migrant farmworker learners* because of the class-centered nature of learning. In neither case is the farmworker learner fully served. *An effective literacy program for adult migrant farmworkers is designed around the cultural and experiential uniqueness of each learner and provides substantial time and resources to prepare learners to function fully within the dominant culture.*

- **The Learning Contract**

  Formulating one's own course of study and "negotiating" it with the instructor is a radical departure from most instructional practices, but it is gaining credence. It is important to involve the learner in determining the direction, extent and commitment to the learning and to identify the instructor's role as a facilitator and coach in the process. As the learner becomes more literate, more options become available.

Key features of a learning contract include:

- Learning goals which are clearly articulated;
- A course of action (classes, learning modules, etc.) which is explained and clearly defined;
- Discussion of the nature of the instruction;

- Discussion by the instructor of the approximate length of time the course will take and the expectations which accompany it;
- Commitment by the instructor to a set of practices regarding counseling and personal facilitation including setting approximate dates to review progress and problems;
- An agreement written in simple English (and the native language of the non-English speaker) which is signed and retained by both parties;
- Review of progress and corrections made to the learning contract, as appropriate.

☐ Instructors in coaching or facilitating roles contradict the mental picture of *el maestro*.

It is important to recognize that many migrant farmworker learners are not accustomed to instructors in a coaching and facilitating role, and will view it as completely foreign to their "mental model" of *el maestro* (the teacher). Likewise the concept of self-directed learning may not fit a migrant farmworker's mental model of instruction. It requires substantial sensitivity on the part of the instructor to help adult farmworker learners understand and use the learner-centered approach.

☐ The learning contract includes the instructor's commitments.

The concept of the learning contract presumes that the instructor will also be required to make and carry out commitments in order for the contract to be successful. These commitments, like those of the learner, should be documented and analyzed by both parties. Shortfalls on either side can be expected and taken into account in the reassessment of progress and redefinition of the contract.

Several factors should be considered when moving from an institution-centered to a learner-centered instructional approach:

- Breaking from the traditional classroom model to more individualized self-directed mode is an important step towards providing improved services for adult migrant farmworkers. This entails adopting a case management approach to instruction that recognizes, in particular, the migrant's time and energy limitations.
- A learning contract which empowers the migrant farmworker with responsibility for his or her own learning plan increases the relevance of learning and the motivation of the learner.
- Exploring the practical uses of new educational technologies can open up *anytime, anyplace, anypace* instruction.

THE IMPACT OF NEW INSTRUCTIONAL TECHNOLOGIES

Why Instructional Technology?

❑ Instruction must use video-based learning media.

Educators, instructors and trainers are part of the knowledge industry which, in most schools and programs, is still very rooted in a 19th century print-oriented culture. The vernacular or popular culture, on the other hand, is firmly rooted in a video environment from which it gets most of its information, symbols, icons and learning. This difference cannot be overstated in terms of how adults obtain, process and utilize information. *Instruction, if it is to build on the dominant way that most people learn, must adapt to and learn to use video-based learning media.*

A potential response to the needs of adult migrant farmworker learners is the use of computers and other educational technologies to provide basic instruction or to augment classroom instruction. Although there is growing enthusiasm for the use of instructional technologies to individualize instruction, there is limited scientific research on the effectiveness of these technologies in adult basic education (ABE) and especially English as a Second Language (ESL) training.

A recent study conducted by Micro Methods on the use of ABE and ESL technologies with Job Training Partnership Act (JTPA) participants in California offers some insight into the potential of new instructional technologies. Much of the background for this section stems from that study.

❑ Critical skills gaps can be bridged with educational technology.

The critical gap between the language, reading, writing and computational skills of many adult migrant farmworkers and the literacy skills required in non-agricultural industries and U.S. culture in general can be bridged, in part, by educational technologies which have the following characteristics:

- **Flexible Software**: The use of video and computer-based educational software can interest, excite and often challenge the adult learner. Acquiring competency in using these technologies can, in itself, raise learners' self esteem. ABE and ESL program designs, though, must accommodate diverse groups like adult migrant farmworkers, high risk youth, older migrant farmworkers needing retraining, and immigrants with English language deficits, few of whom fit the student profile implicit in standard adult basic skills curricula.

- **Mobile Tools**: Migrant farmworkers are, by definition, a highly mobile population which needs mobile educational tools if it is to have sustained educational opportunities. Several new learning technologies can provide transportable learning tools geared to the lifestyles of adult migrant farmworkers.
- **Machine Interaction**: Through interaction with educational technology, adult migrant farmworkers can be actively involved in their own process of instruction. This can encourage them to persist with their education.
- **Monitoring Progress**: Detailed performance tracking and targeting of instruction is possible with computer technologies.

While the challenge is formidable, machine-based learning (computer, video, audio, mixed and interactive media) offers a promising resource to meet the needs of the 21st century adult migrant farmworker seeking new opportunities in the labor market.

Redefining the Learning Environment

❑ Portability of instructional technology fits the lifestyle of the migrant farmworker.

The portability of instructional technology and its increasing sophistication, especially in integrating audio, text, graphics, animation and video, makes it very suitable for the anytime, anyplace instructional strategy that fits the lifestyle of the migrant farmworker. Consequently, it is not necessary to assume that the traditional classroom is the only or most important learning environment. Potential non-traditional learning settings include:

- community based organizations (CBOs) using volunteer or paraprofessional personnel supervised by a master instructor;
- learning labs staffed with instructors, resource persons and/or instructional aides;
- small classrooms where participants work at a limited number of learning stations;
- portable, home-based, learning technologies;
- computer-centered classrooms;
- adult education environments within migrant camps, CBOs or libraries.

Defining Instructional Technology

❑ The computer is at the core of the latest interactive systems.

Instructional technology incorporates a wide range of information storage and presentation tools from slides and audio tapes to video tapes, computers and laser disks. The computer is at the core of the latest interactive systems. Computers are typically integrated with course curricula in the following ways:

- *Computer Managed Instruction (CMI)*: The learner uses upwardly integrated curricula—progress and time on task are managed, tested and monitored by the computer.
- *Computer Based Instruction (CBI)*: Computers are the major medium of instruction; the instructor manages curriculum assignments.
- *Computer Assisted Instruction (CAI)*: Computer-based software is used as an adjunct for teaching certain skills and lessons; most teaching is provided by an instructor.

Emerging extensions of these computer-based systems include:

- Massive digital memory permitting the combining of several media (text, audio, graphics, animation, still and motion video);
- New combinations of knowledge base and expert tutor programs that can coach and guide targeted learning heuristically;
- The ability to store, link and process computer information in multiple and original ways to stimulate and simulate cognition (hypercard, hypermedia and expert systems) and access information and instruction remotely;
- Speak and spell type portable learning *toys* that address vocabulary building and bilingual learning objectives.

New Challenges for Instructors

Diversification of the learning environment in the future may result in less emphasis on average daily attendance (ADA) based funding and more emphasis on the use of computer-based management information systems to monitor competency attainment. *Instructors may have less paperwork to complete, but will be more responsible for student performance.*

☐ Technology-based instruction requires instructors to learn new skills.

The value of technology-based instruction should not be overlooked or discounted simply because an instructor or administrator is not comfortable with these emerging tools. *Technology-based instruction requires instructors to learn new skills*. Many school-based learning lab sites utilize lab managers or resource persons who have some teaching experience and also understand computer hardware and software operations. They often function as liaisons between vendors, administrators and instructors.

In other cases, it is the classroom instructor, often self taught, who has become the lead technical staff person. The last decade has seen expanding numbers of teachers dedicating many volunteer hours to pioneer the use of technology in their classrooms. Fortunately, the advent of graphic user interfaces (icons and symbols) and mouse technology (point and click) makes it easier for instructors and learners to quickly adapt to new courseware.

☐ Computer skills will be required of ABE and ESL instructors in the near future.

Unfortunately, much resistance to the use of computers and other technologies comes from instructors who are often hourly employees with insufficient time to keep up with new instructional tools. Couple this with the general absence of technical support for adult educators, and there is ample reason for resistance to using new technology. As a result, many school systems are now allowing release time for technology-related in-service training to address this problem. Some computer skills, in all likelihood, will be required of ABE and ESL instructors in the near future.

Costs and Benefits

☐ Costs are dropping and exciting options for small learning sites are emerging.

The costs of adopting technology-based learning systems, especially computer-managed instruction systems, can be substantial. A computer-based learning lab can cost from $50,000 to $150,000 by the time hardware, software, networking, licensing fees and security systems are taken into account. However, these costs are dropping and exciting options for small learning sites are emerging. For example, one courseware vendor has introduced its entire courseware curriculum (pre-ESL with audio through its GED curriculum including elementary, middle and high school courseware) on a single 5 1/4 inch compact disc-read only memory (CD-ROM) storage medium that includes audio and graphics for a price of about $3,200. This storage medium can hold upwards of 500 million characters of information.

Costs may vary greatly from one technology-based instruction design to another. To be cost-effective, it is important to optimize the use of facilities and equipment (class size and number of scheduled lab shifts) and use instructional and support staff appropriately. *Cost effectiveness in using educational technology is achieved from increased learning effectiveness, increased program capacity and reduced staff costs.*

Instructional Implications

Emerging multi-media technologies have potential for addressing a wide range of learning styles and facilitating instruction in:

- communications skills
- work skills
- problem solving
- career related decisions
- life skills
- research and reference skills

❑ Using technology requires the enthusiastic involvement of the instructors.

Using technology to assist in these areas requires the enthusiastic involvement of the instructors. Some of the benefits of the use of technology for instructors includes:

- As machines handle rote aspects of instruction (drill and practice tutoring, and record keeping), learners can receive more individual attention from instructors, creating an opportunity for more effective learning and increased instructor job satisfaction.
- Technology-based assessment efficiently identifies new students' skill levels and facilitates the development of individually designed courses of instruction.
- Individualized technology-based instruction allows students to progress at the rate best suited to their needs and abilities. Slower learners can repeat instructional modules without delaying more adept students.
- Instructor-student interactions take on a more collaborative nature, mirroring changes in the workplace and society.

In addition, use of educational technologies encourages increased attention to performance based measures. ABE and ESL educational technologies also facilitate education management. Further, both urban and rural areas are able to benefit from the targeted uses of educational technologies.

Increased emphasis on competency-based instruction, performance measurement, education management and accountability helps speed the use of computer-managed instruction systems. Similarly, a de-emphasis on "seat time" in ABE and ESL may speed the use of instructional technologies.

Strengths and Weaknesses of Using Instructional Technology

❑ Technology-based instruction cannot replace an experienced and skillful teacher.

Technology-based instruction cannot replace many of the functions of an experienced and skillful teacher. It can, though, be integrated into the classroom in ways which stimulate the development of multiple skills and cognitive processes. Currently, most emphasis is placed on technology that can be used creatively like word processors, paint, graphics and spreadsheet programs. However, the power to provide complex learning environments that include simulation, problem solving, concept and language formation will soon be available.

Table 2 outlines various technology-based applications (based on currently available software) and indicates the relative value of the technology to ESL, ABE, Secondary Education and Job Skills Training.

TABLE 2
THE UTILITY OF INSTRUCTIONAL TECHNOLOGIES FOR ADULT MIGRANT FARMWORKER EDUCATION

Technology Application	ESL	ABE	Secondary Education	Job Skills Training
Computer assisted instruction	*	!	!	*
Computer based instruction	•	!	!	*
Computer managed instruction	*	!	!	•
Video tapes	*	*	*	*
Video discs				
• Play back	•	•	•	•
• Interactive	•	•	*	•
Word processors and printers	!	!	!	!
Spreadsheet and flat file databases	•	•	!	!

Key:

Key:	**Very useful**	!
	Useful	*
	Not Important	•

BASIC SKILLS CURRICULUM FRAMEWORK

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BASIC SKILLS CURRICULUM FRAMEWORK

The mobility, seasonal nature of employment, and social milieu of the adult migrant farmworker community seriously constrain access to Adult Education services as they are currently constituted. There are powerful societal forces keeping migrant farmworkers from addressing their literacy and general education needs, and these impact their motivation to learn and their investments of time and energy in learning activities. ***Adult Education's most helpful response would be to become a truly alternative program of anytime, anyplace, any pace learning.***

BACKGROUND

The Migrant and Seasonal Farmworker (MSFW) is an important part of the American economic tapestry. Although seldom seen, farmworkers and their families plant, maintain and harvest many of our most important edible crops. While the work is physically demanding, indeed sometimes debilitating, their services are essential in providing much of the food that we need. At the same time, the farmworker is economically, socially and physically at risk in many ways.

❑ Farmworkers need to end their segregation from the mainstream society.

Farmworkers need adult basic education (ABE) and literacy training to increase occupational options and provide opportunities to end their segregation from the mainstream society. It is difficult for migrant farmworkers to access literacy basic education programs because they are:

- often foreign-born with limited English language skills and little prior schooling;
- marginally employed in one of the most physically demanding and hazardous occupations;
- likely to be undocumented or recently documented, and still fearful of authority and institutions;
- often unserved or underserved by social and human service systems.

It is important to find ways to celebrate and document the lives, language and experiences of migrant farmworkers, and to use these experiences as part of the learning and teaching fabric of adult literacy. This perspective takes advantage of the rich oral backgrounds of the farmworkers as the basis for learning literacy and basic reading, writing and math skills.

☐ Understanding farmworkers and their experiences is useful in planning their instruction.

The following understanding of farmworkers and their experiences is useful in planning their instruction:

- Farm work leaves little time for schooling when the work day runs from sunrise to sunset during 7-day weeks over extended periods of time.
- Migrating involves travel away from a homebase during several months of the year, but many farmworkers return repeatedly to the same workplaces and educational environments.
- Migrant farmworkers differ in ethnicity, native language, country of origin, residence and citizenship status, educational background, work experience, and personal aspirations and interests.
- Migrant farmworkers are practical and focused; they want to understand the concrete outcomes to be expected from participation in education or any other activity.
- Migrant farmworkers earn annual incomes below poverty level indices, and in so doing have developed ways to cope with diverse, and sometimes conflicting, roles and demands.

These characteristics indicate that farmworkers come to an educational environment with particular expectations, and bring with them diverse experiences that are useful in making the learning environment accessible and meaningful for them.

PRINCIPLES OF EFFECTIVE INSTRUCTION

Based on reviews of theory and practice, five principles serve as the foundation for effective teaching and learning in adult basic education and literacy programs.

1. The learner's *prior experience and knowledge* make an important contribution to the learning environment.
2. Learner *self-direction and empowerment* are basic dynamics of the learning process and environment.
3. Learning is *problem-centered and solution-oriented.*
4. Instruction is *person-centered*, and not subject-matter centered.
5. The learner's ability to *demonstrate* learned skills, concepts and strategies, both in and out of the learning environment, is a central element of the educational process.

❑ It strongly fosters the concept that instructional intervention must be relevant to specific adult concerns.

The application of these principles produces implications for the delivery of instructional services, and for outreach, recruitment, and retention of learners. They presume a focus on individual learners' interests, experiences and goals. This focus is a central theme throughout the educational delivery system. It strongly fosters the concept that instructional intervention must be relevant to specific adult concerns.

For adult migrant farmworkers, in particular, these principles suggest a learning process which is oral-aural, personal, and performance-oriented. Home-based, intergenerational learning has prospects of becoming a relevant alternative educational strategy for them. An important implication derived from these principles is that systematic counseling and guidance is an essential element of adult education, and particularly valuable to migrant farmworkers.

❑ Constraints of fixed sites and schedules, part-time teachers, locked-in curricula, and overcommitted budgets are major concerns.

A major concern of adult education administrators and teachers is how these principles translate into practice, given the constraints of fixed sites and schedules, part-time teachers, locked-in curricula, and overcommitted budgets. There are criteria, however, that can be used to assess an educational delivery service that will meet farmworkers' needs.

The *Program Assessment Checklist,* located at the end of this section, is designed to provide the adult education practitioner with a *quick guide* to effective adult learning and teaching.

THE LEARNING ENVIRONMENT

❑ Fixed program locations and inflexible schedules are barriers for MSFWs.

The location of the educational site and time management problems imposed by its inflexible schedules are two elements which affect farmworkers differently from other adult learners. These have important implications in the design of educational settings and programs for the adult migrant farmworker community.

There is general agreement in the Adult Education professional community that *services must be client-centered and offered on an open entry - open exit basis.* While this requires that the instruction be individually tailored, it maximizes services to the learner. This is of particular significance in the instruction of migrant farmworkers.

Instructor-Learner Interaction

❑ The model of *anytime, anyplace and any pace* learning is effective.

The model of instructor-learner interaction outlined below is an *anytime, anyplace and any pace* learning model that has been found to be effective. Its aims are to:

- increase ease of access to learning opportunities; and
- increase understanding of instructional outcomes.

❑ The locus of learning activities is moving out of the classroom and into offices, industrial plants and shopping malls.

The model of *anytime, anyplace, any pace* learning is driving substantial changes in traditional learning environments. Adult education schools are now developing an increasing variety of community centered programs and activities. The locus of learning activities is moving out of the classroom. Workforce and workplace literacy programs have extended learning activities into the offices, industrial plants and shopping malls of America. Homebased programs are bringing instruction to entire families of learners.

The growing diversity of educational settings and delivery systems in Adult Education holds promise of educational benefit for the migrant farmworker community, primarily because it recognizes the wide range of reasons and purposes that adults have for seeking additional educational assets.

ABE instruction uses an increasingly available array of materials and modes, from standard texts to computer and video courseware, as central or supplemental features of instruction. This diversity relates to instructors' abilities to identify and meet different needs of students, and different goals of the instructional process.

ESL courseware is expected to improve in the early 1990s with the advent of audio (voice) and graphic capabilities. These capabilities will facilitate the linking of learning principles to their real-life applications, and their use in performance-based learning.

THE INSTRUCTIONAL MODEL

The ideal instructional model focuses on the following aims:

- Center instruction on participants' goals, interests, and needs.
- Center learning process on meaningful performance objectives.

- Design a learning process which participants can understand, and in which they can assess and direct their own progress.
- Design a learning process aimed at and beyond immediate expressed needs for education—i.e., where participants are assisted in understanding how the immediate learned skills work to their benefit, and what additional skills may be useful.
- Design an assessment process aimed at enabling the learner and the instructor to improve their performances.

☐ A competency based learning process and a case management approach support individualized instruction.

The model of a competency based learning process is based on the case management approach to providing instructional services. Every participant in the learning system is provided individualized instruction based on an assessment and learning contract process.

The following steps outline the key elements of this instructional model:

- Outreach, Intake and Assessment
- Establish Learner Needs and Skills
- Agree on Learning Plan (Negotiate the Learning Contract)
- Instructional Activities
- Exit Competency Assessment and Counseling
- Post-Program Follow-Up
- Program Self-Evaluation

The following discussion elaborates each of these steps:

Outreach, Intake and Assessment

These functions and activities are critical because they are the first encounter and interaction between the educational program and the new adult learner:

- Reach and enable the range of migrant farmworkers to participate in educational improvement.
- Describe programs and activities in realistic and concrete terms.
- Get to know the goals, interests, and skills of participants. Work with the learner to design a useful learning process where outcomes are recognized and perceived useful.

- Develop the learning setting as a perceived resource and pleasant place for participants.

Outreach An aggressive outreach effort is necessary in order to serve migrant and seasonal farmworkers effectively. Ties to community based organizations, advocate groups, employers and social service agencies must be established. Bilingual paraprofessional personnel are very useful in this process.

Intake Intake is the process of enrolling the learner in the program. This process includes gathering information about the learner, referrals to social services, when necessary, and establishing learning goals. Establishing whether the learner wants one program or a series of career-vocational activities is an important outcome.

Assessment Assessment moves sequentially through 3 levels, as needed:

(1) identification of self-selected and desired goals;

(2) counseling and testing;

(3) intensive assessment and the exploration of skills competencies.

Establish Learner Needs and Skills

The two important aims of this step are:

- Provide the basis for designing a meaningful and useful learning process.
- Identify strengths and weaknesses of the learner relevant to identified learning goals.

This step includes more extensive testing and aptitude assessments. This level of assessment can be carried out by most established ABE and ESL programs, and occupational skills training programs such as those funded under the Job Training Partnership Act (JTPA).

❑ Intensive assessment is for persons whose learning abilities are less definable.

Level (3) assessment is for persons whose learning abilities are less definable. It includes skills assessment or learning tests that require a longer period of time. This level of assessment is provided through special testing facilities including vocational rehabilitation programs.

Many ABE and ESL programs establish their own assessment procedures. General tests of competencies will normally occur at levels (1) or (2).

Agree on Learning Plan (Negotiate the Learning Contract)

☐ Commitments are made by the learner and the teacher that bind them technically and psychologically.

At this point in the process, commitments are made by the learner and the teacher that bind them technically and psychologically.

- Develop a learning program based on identified needs.
- Confirm that identified needs are consonant with learner's perceived needs and priorities.
- Establish expectations for performance and process through outcomes will be achieved.

Individualized instruction is especially important in the case of the migrant and seasonal farmworker for the reasons cited previously. *The key element is an individual learning plan as the basis for the learning transactions*. This plan, based on assessment and counseling, should spell out the manner in which the instruction will transpire.

It should not be a rote action on the part of the counselor or instructor, and should take the idiosyncratic nature of migration into account—seasonal work, geographic mobility, economic and physical stress—as well as the learner's goals and aspirations.

It is extremely important that the instructor recognize the learner's value system, and the nature of cross cultural interactions in negotiating each learning plan. The concept of formulating one's own course of study and "negotiating" it with the instructor has substantial credence. This is the basis for the individual learning plan.

☐ It is important to identify the instructor's role as a facilitator and coach.

It is equally important to identify the instructor's role as a facilitator and coach in the process. As the learner becomes more literate, more options will be available. This is done by negotiating a learning contract (plan) with these features:

- learning goals are articulated;
- the course of action (classes, learning modules, etc.) are explained and defined;
- the nature of instruction is discussed;
- the instructor discusses the likely length of time and effort it will take and the reasonable expectations;

- the instructor commits to a set of practices regarding mentoring and personal facilitation including setting approximate dates to review progress and problems; and
- this agreement is written on a computer word processor in very simple English, *and the native language for the preliterate* (the form can be developed as a template or model), printed and signed by both parties. It is imperative that the learner get a copy of the contract.
- Progress is reviewed periodically,and modifications to the learning contract are made, as appropriate.

❑ Adult migrant learners are not used to coaching and facilitating methods.

Many adult migrant learners are not used to coaching and facilitating roles and may view them as foreign to their experience (mental models of *la maestra* or *el maestro*). The concept of self directed learning may also fail to fit migrant farmworkers' image of learning. In the same vein, there can be a tendency for the farmworker to over-commit to the learning contract, thereby setting up potential failure and a self image problem.

❑ Learners should also evaluate the instructor's performance in meeting contracted commitments.

Treating the learning contract or plan as a progress benchmark that is used for learning and for monitoring progress is important. It should be used as a learning game, with serious intent but fun, and unless there are obvious exceptions, made a group activity. Progress should be periodically reevaluated and the learning contract modified as necessary. The learners should also evaluate the instructor's performance in meeting contracted commitments.

The concept of the learning contract presumes that the instructor-facilitator also will be required to make and carry out commitments in order for the "contract" to be successful and fulfilled. These commitments, just as those of the learner, can be documented and analyzed by both parties or by the group. Shortfalls on either side can be expected and taken into account in the reassessment of progress. T*his activity serves to learn real-life problem-solving methods, as well.*

Instructional Activities

Specific instructional activities strive for these aims:

- Try out identified learning program activities and discuss need for revision with student.
- Achieve rapid progress toward learners' expressed goals.
- Demonstrate connections between learning skills and real-world applications.

☐ A clear objective of instruction is to facilitate the adult learner's self-directed learning.

This subject is addressed again in the succeeding section on *Life Skills Course Outlines*. Application of the principles are examined in the various segments on development of learning activities, lesson modules, and units of instruction. *A clear and important objective of instruction is to facilitate the adult learner's self-directed learning.*

Exit Competency Assessment and Counseling

It is important to assess learner progress at the conclusion of instruction, before the student exits the program, in order to accomplish the following:

- Demonstrate progress toward learners' goals.
- Identify further skills to focus upon.
- Test effectiveness of identified learning strategies.

Adult education practices generally suffer from a lack of systematically collected pre- and post-learning information. This makes it difficult to assess the impact of instructional strategies, normative patterns, and realistic expectations of instruction in objective and reliable ways.

Counseling, formal or informal, can be useful at the conclusion of an ABE or ESL sequence, especially with the adult farmworker student.

Post-Program Follow-up

- Reinforce the learning and progress attained; expand horizons.
- Reinforce positive self-concept as a learner and the viability of continuing education.
- Identify potential barriers to further participation in educational programs and suggest means to overcome them.
- Test long-term benefits of the skills attained and examine the strategies used to attain them.
- Follow-up refers to maintaining formal or informal contact with adult learners after they leave basic education. The best method is via telephone or personal contact on a scheduled basis for 90 to 180 days after completion of the program.

  JTPA-funded employment and training programs require this form of post-program follow-up contact, and periodic reporting of findings.

Informal follow-up builds links between the learner and the service provider. Proven effective methods are:

- An alumni association.
- A periodic bilingual newsletter.
- A dedicated toll-free 800 number.

The ***alumni association concept*** has proven to be an excellent means of building good public relations, of stimulating outreach, recruiting and referral activities, and as a source of information on employment (a "job club" approach) and continuing education.

☐ Alumni associations, bilingual newsletters and toll-free 800 numbers are rewarding post-program activities.

The ***bilingual newsletter*** is a good teaching device as well as an excellent vehicle for disseminating information, particularly about recurring issues that affect the well-being of the readership. It supports group centered and higher order thinking skills. It is very useful as a vehicle for informing public policy makers and funding sources. *It works even better in conjunction with an alumni association.*

Program Self-Evaluation

☐ The absence of programmatic self-evaluation is a serious management deficiency.

Program self-evaluation is a critical management activity often overlooked, even by the most successful programs. An effective evaluation system requires accurate and timely information on learners and their goals, on the strategies used and services provided, and on learning gains of the participants.

It should be formative as well as summative, in that ongoing assessments of effectiveness are validated by comprehensive periodic evaluations of efficiency as well as effectiveness. Measures of equity will also result. The absence of programmatic self-evaluation is a serious management deficiency that should not be overlooked.

COMPONENTS OF A LEARNING ACTIVITY

☐ Content is selected to fit a student's skill levels, interests, and intended application of the skill.

Drawing from the principles described above, a specific design for the different kinds of learning activities can be outlined. Each outline derives from a perspective of delivery of educational services as case management. In this case, the content is selected to fit a student's skill levels, interests, and intended application of the skill.

A *case management approach* includes these requisites:

- **Determination of learning objectives**: to achieve specific skill and concept acquisition relevant to an individual's learning objectives.
- **Performance standards**: to determine and measure a student's skills performance in actual practice; and identify conditions impacting performance.
- **Development of learning activities**: to develop modules, lessons, units and tasks which focus on identified skills and concepts needs and interests, taking into account performance standards and impacting conditions; and to select or produce materials appropriate to the learning objectives.
- **Monitoring and feedback**: to conduct one-on-one continuing consultations to support the design and purpose of the learning activity and its objectives; to heighten the student's capability to self-evaluate; and to obtain critical student feedback.

These requisites provide an integrated approach to life-skills instruction that is performance-oriented in a way meaningful to the learner. Assessment of that performance should be such that it can be done by the learner as well as the instructor. Each of these elements of the *case management approach* is elaborated in the discussion that follows.

A case management approach also presumes distinct components of a delivery system for instructional services. These components are:

- A design of teaching-learning systems which allow for different levels and duration of participation, interruption and restart, and which incorporate different learner's objectives.
- Development of learning plans which guide accurate placement and continuing participation in learning activities.
- Systematic attention to interlacing instruction, assessment, bi-directional feedback, guidance and counseling.
- Systematic attention to design of support systems to encourage the learner to continue upgrading basic skills.

❑ The core of the case management approach remains personalized service.

A delivery system which incorporates these elements forms the context for the discussion below. The extent of the resources put to use to implement such a system is not an assumption. There are many resources which may be available to diversify instructional options. The core of the case management approach in adult education, however, remains personalized service, that is instruction oriented to an individual adult learner's objectives and interests.

Determination of Learning Objectives

☐ The goals of the learner are the basis for establishing learning objectives.

Educational services are provided in a case management approach based on specific objectives being set for the acquisition and development of certain skills and concepts. The goals of the learner are the basis for establishing learning objectives. The learning plan is developed from an assessment of current skills plus the learner's goals. *This is a tricky process for learners and their teachers.*

☐ A learning plan for the migrant farmworker requires the educator's ingenuity and inventiveness.

For the migrant farmworker, the development of a learning plan may require even more of the educator's ingenuity and inventiveness. The most comfortable interaction is likely to produce the most accurate assessment of an individual's objectives and current skill levels. This does not mean that a systematic approach toward placement is infeasible, but that the approach needs to be conversational and in the language of preference.

Although the farmworker's initially stated objectives are a good place to start, nervousness and inexperience may distort responses. These responses may be refined by a friendly discussion of work experience, family affairs, and other matters of interest. The reliability of the educator's estimate will improve as the discussion becomes more concrete and specific.

☐ For individuals with low literacy levels there is little call for formal initial testing.

Depending on the objectives of the learner; for example, to pursue a GED or to learn to speak English better, more or less formal assessment may be reasonable. The type of assessment used, as we have indicated, should be relevant to the learner's experience and goals. For individuals with low literacy levels, and who are not experienced with educational environments in the U.S., there is little call for formal initial testing. (Consult the section on *Student Assessment* for a more detailed discussion of testing.)

Performance Standards

Performance standards have common themes, regardless of the student or the learning objectives. These recurring themes reflect concern about the student's ability to:

- comprehend a given problem (reading, writing, oral interaction, mathematics);

- apply skills accurately to solve the given problem (reading, writing, oral interaction, and problem identification skills, both singly and combined together);
- detect errors in techniques used to solve problem (to be conscious of how one uses reading, writing and language skills; to check if one's comprehension or problem solution is accurate, and if the approach taken is useful); and
- revise the approach when the solution is unsuccessful in addressing the problem (develop strategies to solve problems and to assess the strengths and weaknesses of the solutions).

❑ Performance standards are also based, in large part, on the learner's goals.

For the individual student, however, performance standards are also based, in large part, on the learner's goals. As an example, one student may want to obtain a driver's license, while another may want to pass an automotive mechanic's certificating examination. For passing a driving test, the ability to digest technical manuals and to complete multiple forms is irrelevant. Thus different criteria and performance levels need to be established for each of these two students.

❑ Establishing criteria and performance levels are central features of lesson development.

Establishing criteria and performance levels are central features of lesson development. They help to measure the learner's progress and to build up the individual's self esteem. Thus the way in which standards are set is important. The following are primary factors for performance levels:

- Levels should be concrete and the standards for judging them clear. (Is 85% correct good enough? Does solving one problem indicate that students have mastered the concept, so they can replicate their performance?)
- Learners should understand the criteria on which performance is judged and be able to apply the criteria in judging their own performance. (Is speed in reading or solving problems important as well as accuracy? What does "speed" mean?)
- Criteria should be specified in such a way that the expected time it takes to reach given objectives is "reasonable." (Will learners experience meaningful progress by the time they exit the program?)
- The relationship between objectives should be clearly delineated. (Does learning a concept mean that the learner has solved the problem or is there a secondary need to acquire communication skills as well?)

These practices emphasize immediately useful learning in a competency-based approach. A longer-range educational perspective, however, should not be neglected. Thus, it is important to note how the demonstrated skills enable the person to accomplish immediate goals, and also what the limitations of these skills are; i.e., what else the student may want to accomplish and what additional skills are needed.

Development of Learning Activities

❑ The purposes of learning are no different for adult migrant farmworkers than for other learners.

The purposes of learning activities, modules, lessons, units and tasks are no different for adult migrant farmworkers than for other learners. Each of the following is an essential element of any unit of instruction, and its achievement is assessed by demonstrated performance:

- Basic skills (e.g., arithmetic operations, averaging);
- Applied skills (e.g., converting units of measurement, estimating amounts, spatial judgments);
- Workplace knowledge using such skills (e.g., monitoring wages and benefits, applying safety standards, labor laws);
- Higher order thinking skills (e.g., graphic representation of relationships, probability and risk assessment, extrapolation and projection, integration and analyze of information).

Essential applications of these skills are emphasized in the design of activities, in the way learning proceeds, and in the way it is measured.

❑ The pace of instruction is student-driven.

The learning activities stress workplace and life skill concerns of students and the pace of instruction is student-driven. The amount of time devoted to a skill—or the material covered in a lesson—is based on skill level needs and the skill's usefulness in addressing a variety of problems of importance to the learner.

Although the pace is student-driven, in a competency-based approach, the competencies are designed so both the learner and instructor are able to evaluate degree of progress toward achieving mastery. *Mastery criteria are developed based on the principles discussed previously.*

Concreteness of instruction is enhanced by beginning any class with a discussion of the skill's applications in the *real world of the learner*. In addition to the orientation, practice the concept of concreteness by having each student apply the learned skill to a specific, personal, *real-life* need (e.g., totalling wages over time and determining net versus gross income; reading and explaining the deductions from wages). *Concreteness is also emphasized by having learners set their own benchmarks for progress.*

Teacher-learner ratios

☐ Teacher-learner ratios are an intentional part of the overall plan for the learning activity.

Most of the instruction is conducted in small groups or in pairs. Some instruction or coaching is individualized, although a large group format will serve for general orientations. While each student's learning plan is individualized, this does not mean that all teaching and learning are done in one-on-one arrangements. Teacher-learner ratios are intentionally planned as part of the overall preparation for the learning activity.

Large group work is aimed at orientation to a content area or set of general tasks. Small group work focuses on reinforcing learning networks (sharing specific knowledge and skills with others), joint problem solving, and on developing interpersonal communications. Individual work targets particular skill development problems and counseling about the meaning of the applied skill to the learner.

Materials

Materials used for learning activities of adult migrant farmworkers should be eclectic; they can be any combination of materials, limited only by the teacher's imagination and ingenuity. *Selection or production of materials are activities in which adult student input and energy are also very useful.* This also helps ensure that the materials address adult needs and are not simply "borrowed" by the teacher from children's learning activities.

☐ Migrant farmworkers rely heavily on electronic media for information and incidental learning.

This participatory activity also contributes to the process of expanding the adult farmworker's exposure to print media, and hence to increased confidence in reading as a personal development tool. In the absence of literacy skills, many pre-literate or illiterate persons, such as migrant farmworkers, rely heavily on the electronic media to provide information and incidental learning.

Teachers' home made flash cards, worksheets, workbook drills or computer-based drill and practice, government publications and other documents relevant to the context in which the skill is being taught and learned (e.g., health care, employment applications, pesticide protection), news items and magazine articles (photo essays are a particularly good "bridge" with which to bolster confidence in printed materials). These are examples of effective teaching props.

☐ The quality of planning and instruction, and its impact on the learner, make goals reachable.

A major purpose in designing learning activities is to enhance the learner's self-confidence, willingness to try out new skills, and willingness to evaluate how they work and how to refine them. The quality of planning and instruction, and its impact on the learner, make goals reachable.

Monitoring and Feedback

Individual attention and support cannot be haphazard in an educational process intended to encourage literacy and basic skills development in adults. Support for participation in the educational experience, and to identify and work out barriers to participation, are essential to an effective learning process for migrant farmworkers.

Barriers arise from difficulty in accessing educational services and also from flagging self-confidence. Not being able to see the fruits of the learning process, or misreading the sufficiency of progress, or failing to see the relevance of a particular skill are manifestations of inexperience with schooling, and a low level of self-esteem as a student. *They may also signal deficiencies in the planning and delivery of the instruction.*

☐ Timely monitoring of the impact of instruction is critical to attainment of student and institutional goals.

One-on-one consultations to monitor each student's progress and *obtain critical student feedback* should normally be scheduled once a month, and more frequently upon early detection of learning difficulties. Timely monitoring of the impact of instruction with private discussions about the effectiveness of the learning experience, as perceived by the learner, is critical to successful attainment of student and institutional goals.

Monitoring is more than being generally alert to classroom atmospherics or having a "button-hole chat" with a student. Monitoring is meeting privately with a student as part of a continuing series of meetings, having a prepared list of concerns for discussion for each meeting, and *setting aside enough time to listen to the student and hear the feedback.*

☐ Adult farmworker students need consistent, professional and empathic monitoring.

Adult education practitioners, as well as the average adult student, generally lack the time and resources to conduct the monitoring function effectively. In addition, a myth persists that adult learners do not need much, if any, monitoring since they are capable of managing their own affairs. This may be generally true in settings other than educational, but is not true of particular, individual needs for answers to the question: "How am I doing?" Regardless, adult farmworker students need consistent, professional and empathic monitoring.

OUTCOMES

❑ Involve the adult student as a *full partner* in the teaching-learning experience.

The activities and functions described above in this *Basic Skills Curriculum Framework* are aimed at providing effective adult basic education and literacy training for adult migrant farmworkers. To be both attractive and effective, the activities are designed with the time and energy constraints and special interests of the intended participants foremost in mind. The main feature of the framework is the involvement of the adult participant as a *full partner* in the teaching-learning experience.

The following are the anticipated outcomes produced by a disciplined application of the suggested curriculum framework design:

- Improvement of skills designated by adult migrant farmworker students as important;
- Expansion of awareness in their ability to achieve higher skill levels or new skills that had not been previously considered as important or accessible;
- Establishment or reinforcement of linkages between the migrant farmworker community and institutions providing adult educational services;
- Development or reinforcement of positive attitudes in adult migrant farmworkers toward continued learning.

PROGRAM ASSESSMENT CHECKLIST

ACTIVITY

To enhance delivery of adult education services to the migrant farmworker community by analysis of the impact on learners of various program designs, delivery approaches, and factors influencing program effectiveness.

CONCEPT

Assessment of educational programs examines the impact of amount, quality and utility of the learning on the student, the instructor, and the teaching institution.

Successful educational interventions for adult migrant farmworkers assume a variety of designs, whose central elements are:

- learning that is learner-based and problem-oriented;
- immediate real-life application of outcomes;
- individualized schedules, contents and approaches;
- an instructional approach that features communication and problem-solving skills.

For the instructor, program assessment identifies preparation and material support needed to implement the program's instructional activities, and analyzes effectiveness. For program administrators, assessment addresses efficiency as well as effectiveness.

How a given program design will function for a population of adult migrant farmworkers within a given institutional setting cannot be predicted. However, assessment is important because it offers opportunities to examine the institution's capability to carry out its mission effectively, and to make modifications as needed.

The following ***assessment guideposts*** for effective delivery of an adult education program indicate whether:

- the purpose of the program is being implemented, as designed;
- the implementation is facilitating learning, as intended;

- program outcomes are measurable and applicable; and
- institutional resources are flexible and can be reallocated to improve and strengthen program delivery.

TASKS

☐ ***Identify implications of program goals on:***

- outreaching and recruiting new participants;
- instructor qualifications and needed support ;
- the learning activities and materials;
- needed support service delivery for students;
- assessment of learner academic needs;
- performance standards and progress monitoring;
- real-life application of performance outcomes.

☐ ***Examine the operation of the organization:***

re:Treatment of learners:

- Are the appropriate learners recruited and participating?
- Are qualified personnel providing instruction, and are they materially supported?
- Does the learner-to-instructor ratio facilitate learning?

re: Clarity of program and performance goals:

- Do instructional and administrative personnel understand their mission, objectives, and standards of performance to facilitate achieving the objectives?
- Do learners understand the purposes of the program and performance expectations?

re: Assessing learner needs:

- Are learning activities appropriate for participants?
- Is there adequate assessment of learner's academic and support services needs?
- Do assessment and monitoring processes facilitate learning outcomes?
- Do program outcomes meet the pre-set performance standards?

- Is individual assistance available for learners experiencing unusual difficulties, and do they know how to access it?

☐ ***Examine the specific implementation of the educational program:***

re: Assessment's relationship to the instructional process

- Is there an early appraisal of learner needs, interests, goals, and entering skill levels?
- Is the information from the appraisal discussed with the learner and the instructor in a timely and useful manner; and does it serve as the basis for the development of an individual learning plan?
- Is instruction individualized, and systematically conducted in small groups?

re: Delivery of instructional services

- Are the curricula and learning-teaching activities, as specified in the individual learning plan (contract), adequately delivered?
- Do learners understand and agree that the curricula and related activities are related to the accomplishment of their personal and career goals?
- Do teachers and counselors use means appropriate to the learners' literacy levels, English language proficiency, and cultural values to orient, clarify, counsel and guide the learners' understanding and progress?
- Do teachers adjust their instructional approaches to accommodate their students' varying styles of learning, interests, preferences, and levels of ability and experience?
- Are teachers and counselors adequately prepared to provide educational services to students, such as adult migrant farmworkers, who do not fit the characteristics of the general adult student population?
- Do instructional personnel actively encourage and facilitate learners' initiatives in classroom activities, setting their own pace, and taking charge of their own educational progress?

- Are English language proficiency skills integrated with other basic educational, occupational and life skills?
- Are instructional materials appropriate for the program's adult participants? Do they reflect sensitivity to language and acculturation issues?

re: Outcomes and recordkeeping

- Do program outcomes meet the criteria for adequate performance?
- Do learners recognize their progress? Can they apply their new skills *outside* the teaching-learning environment?
- Do enrollment policies, and the student personnel recordkeeping system, enable students to exit and re-enter the program with a minimum of administrative processing?
- Does the institution and its personnel encourage discussion and resolution of particular problems in the delivery of services, as a matter of policy and practice?
- Does the recordkeeping system facilitate follow-up of learners and identification of longer term learning opportunities?

☐ ***Discuss results of analyses and proposals for changes***, considering the strengths and weaknesses of proposed changes and likely impacts on the teaching program and learner success.

☐ ***Experimentally implement the proposed changes***, and set appropriate evaluation benchmarks to determine the impact of the changes on the delivery of the educational services and its effect on the adult students.

RESOURCES

- Consult *Directory of Selected References and Resources* at the end of this volume; particularly the section on *Special Resources*.

LIFE SKILLS COURSE OUTLINES

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LIFE SKILLS COURSE OUTLINES

"One cannot expect positive results from an educational or political action program which fails to respect the particular view of the world held by the people. . . . The starting point for organizing the program content of education or political action must be the present, existential, concrete situation, reflecting the aspirations of the people." — Paulo Freire.

ORIENTATION

Migrant farmworkers are the *poorest of the working poor* in America. Their poverty goes beyond economic description, it affects every aspect of their meager lives and every member of their families and communities. It is an all-consuming kind of poverty that is usually associated with survival conditions found in some rural populations of the world's underdeveloped nations.

In stark contrast to the affluence and power of the mainstream society that surrounds them, the persistent plight of migrant farmworkers is evidence that they are unable to change without help from the same social institutions that contribute to and reinforce their impoverished state, whether knowingly or not.

Migrant farmworkers at not at the bottom rung of the American ladder of success, they are looking for the ladder. The only way for adult migrant farmworkers to find that ladder is through education and training, followed by employment that respects human dignity and rewards honest labor fairly.

To help achieve this objective is the primary purpose of *The Education of Adult Migrant Farmworkers*.

CONTENT AND PURPOSE

Life Skills Course Outlines is the principal instructional component of that effort and offers the following content:

- Two sample course outlines integrating life skills and basic skills;
- A model for creating similar courses for other topics and in other areas of instruction;
- A checklist tc assist practitioners to apply the basic principles and practices that reinforce the teacher-learner process for adult farmworkers.

The primary purpose of the section on *Life Skills Course Outlines* is to share "a special way of teaching and learning" with teachers and administrators of adult basic education and literacy programs that will enhance learning for adult migrant farmworkers. The application of these approaches is expected to help shape adult instructional activities in ways that will enable migrant farmworkers to reach their educational and socioeconomic goals.

COURSE OUTLINE

FARMWORKER HEALTH

COURSE OBJECTIVES

The course outline for *Farmworker Health* presents a proactive way for farmworkers to think about and respond to problems related to health. The focus is on learner empowerment—knowing that one has the right, responsibility and the power to manage one's own health care needs. This knowledge is developed in the context of discussions about health-related issues as they impact work and family life.

Participants will accomplish the following in this course:

- Learn a comprehensive definition of "good health."
- Develop strategies for their own preventive health plan.
- Identify local health service providers and learn how to work with them.
- Take increased responsibility for their own health care.
- Learn how to prevent or reduce work-related illness and accidents.
- Learn about safe and proper pesticide use.
- Learn how to negotiate with bosses for improved job safety.
- Develop a plan to reduce personal and family stress.
- Gain confidence in their ability to take control of their own health care.

COURSE ORIENTATION

The *Farmworker Health* course is a 12 to 18 hour mini-course consisting of three modules which can be presented in any order. It is a *Life Skills* course designed primarily to introduce farmworkers to new perspectives on being healthy and obtaining health care. *Farmworker Health* integrates readily with regular instruction in basic skills and literacy. The mini-course easily serves as a means for addressing one of the most important educational goals of adult farmworkers: *immediate application of new learnings in a real-life ambiance.*

The course provides a number of opportunities for guest speakers: doctors, nurses, legal services representatives, migrant health care practitioners, family counselors, substance abuse education specialists, and other health services professionals. Guests should be asked to amplify their presentations with real-world examples, participate in open discussions with the class, and suggest additional local resources.

COURSE MODULES

Module 1:	**Family Health**	**4-6 hours**
Module 2:	**Health and Work**	**4-6 hours**
Module 3:	**Mental Health**	**4-6 hours**

MODULE 1

Family Health

DURATION: 4 to 6 HOURS

TOPIC OUTLINE

Defining "Good Health"

- Normal life span expectations
- Causes of shortened life expectancy
- The "right" to good health
- Relationship of psychological health to physical health

Preventive Health Care

- Value of preventing illness
- Preventive health care methods
- Family health care practices

Accessing Health Care

- Identifying and using available health care resources
- Communicating with medical caregivers
- Advocating for proper health care

Individual's Role in Health Care

- Taking responsibility for one's own health
- Working in partnership with health care providers
- Helping others to acquire a healthier life

PERSPECTIVES ON INSTRUCTION

Health is more than not being ill — it is "feeling good."

An important purpose of this module is to firmly establish the principles that expecting to "feel good" is a reasonable and attainable objective, and that people can help each other to achieve it. The instructor should encourage open discussion of health and health care as practical aspects of planning one's life.

- Biologically, human beings can expect good health — to live without significant limitations on their physical activity — for 60 to 70 years. Even before modern health care, the main causes of short life expectancy were infant and childhood mortality, epidemic disease, accidents and violence. In highly developed nations, *the provision of care to foster good health is considered to be a "human right."* Taking care of one's health is a good investment which is repaid in the future with a more robust life.

- Because being healthy includes "feeling good," it means not just physical health but also psychological health. *Good psychological health fosters good physical health.*
- Farmworkers and most other Americans tend to *neglect routine, preventive health care and underutilize health care resources* — going to the doctor only when they are sick. Avoiding illness (preventive health care) is extremely important and should become a part of daily life.
- *Prenatal care is an essential way to give children a good start in life.* Most prenatal care is simple, and consists primarily of good nutrition and regular checkups. Farmworkers need to know how to access and cooperate with available prenatal care facilities and practitioners.
- *Well-baby check-ups and immunizations* are often available free or at very low costs.
- *Middle ear infections are a very common problem among young children* and are easy to treat, but require that parents follow through with medication and follow-up visits. Untreated, they become a serious problem, resulting in loss of hearing.
- *Family planning is a consideration* as part of a family's responsibility for the state of its health and the health care it requires.
- *Women and children have special health care needs* but adult men also need to have routine checkups even if they are not sick.
- *It is not possible to tell if one has high blood pressure,* but blood pressure checks are often free at many clinics and pharmacies. Untreated high blood pressure is one of the leading causes of death due to increased risk of heart attack, stroke, and liver malfunction. Treatment is easy and has a high incidence of success in regulating blood pressure.
- *Diabetes is a serious disease.* Early diagnosis is very important as is regular treatment.
- *Smoking is very risky* and increases the chance of heart attack, cancer, and lung disease. Farmworkers can and should find help to stop smoking.
- *Motor vehicle accidents caused by drunk drivers* are a major cause of injury and death of farmworkers.
- Because health relates to every aspect of one's life, *health care providers increasingly seek to treat whole family units* and not just individual members.
- *Each person has an important role to play in his or her own health care.* Health care is more than doctors and nurses diagnosing, advising and prescribing. People are partners with their doctors and health care providers in maintaining good health.
- *Insuring that one has paid into Social Security* is an important aspect of health planning for the later years. Farmworkers who are not paid by check with FICA/OASDI deductions specifically recorded *should ask how these contributions are being made.*

MODULE 1

Family Health

SAMPLE EXERCISES

Exercise 1 • Preventable Causes of Death

Graph on a chalkboard how long participants' grandparents lived and their causes of death. Were those causes of death preventable or not? Distinguish quality of life from length of life and discuss what investments seem reasonable to improve one's quality of life in later years.

Exercise 2 • Loss of Income from Illness

Graph on the chalkboard how many people have been unable to work 1-2 days, 3-5 days, 1-2 weeks, or more, during the previous year. Assuming a day of work is worth about $40 dollars for a farmworker, estimate the value of preventing 5 days of illness.

Exercise 3 • Problems Interacting with Doctors and Nurses

Discuss problems participants have had in interacting with doctors, nurses, and other health caregivers, following their instructions or taking medicine. Introduce the concept of self-managed health care, taking responsibility for one's own health, using medical personnel as sources of information and treatment.

Exercise 4 • Health Risks for People of Different Ages

Distribute a chart of major health risks for persons in different age groups. Note that violence is high on the list and that it is a major aspect of mental health. Discuss how one can manage different health risks.

Exercise 5 • Cost of Health

Ask participants to estimate what percentage of their annual income they spend on health matters. Discuss whether they feel they are getting what they pay for. What would it mean to have no health problems? How much would that be worth?

Exercise 6 • Planning for Good Mental Health

Discuss whether participants actually plan enjoyable and recreational activities alone or with their families. Discuss how participants feel about the proposition that having fun and relaxing is part of a prescription for good mental health.

Exercise 7 • Communication with Health Care Providers

Role play a negative communication session with a health care provider versus a positive one. Look at health care from the point of view of the provider. Identify methods for improving communication with health care providers in order to obtain the desired services.

Exercise 8 • Obtaining a Routine Health Check-up

Poll the class to ascertain who has had a routine health check-up in the previous year. If not, why not? What are the benefits? Where and how can farmworkers get a check-up?

Exercise 9 • Prenatal Care

Ask the women who have received prenatal care to describe it. What were the key elements? What did they think of it? What problems arose and how were they handled? What can be done to improve prenatal health care?

Exercise 10 • Identifying Available Preventive Health Care

A migrant health nurse or nurse-practitioner is an appropriate visitor with whom to discuss what kinds of preventive health programs are available and what the costs (if any) are for routine checkups.

Exercise 11 • Employer Health Care Benefits

Determine how many people in the class know that their employers are making contributions to FICA/OASDI. How many are not sure? If not, what can be done?

Exercise 12 • Overcoming Problems

Ask class members to discuss problems farmworkers encounter in trying to provide a secure and safe environment for their children; in achieving their personal goals; and in planning for the future. How can these problems be overcome? How can they help one another?

Exercise 13 • Accessing Health Care

Practice using the telephone directory to look up health care resources; to find key first aid and emergency number information. Practice using the telephone to ask for emergency assistance; to request information about health care. If the directory has no first aid or 911 section in Spanish, help the class draft a letter to the telephone company about the need.

RESOURCES

- Two useful references are: *Farmworker Protective Laws* (Edited by Brian Craddock, MET, 1988) and *The Occupational Health of Migrant and Seasonal Farmworkers in the United States* (Valerie Wilk, Farmworker Justice Fund, 1986).
- Migrant health clinics provide primary health care and usually have bilingual-bicultural staff available.
- Hospitals are required by law to provide emergency treatment even if the patient does not have the money to pay. Legal resident status is not a requirement to be eligible for emergency care at any facility.
- Immunizations are provided free by migrant health clinics and county health department facilities.
- Schools are crucial resources for children. Periodic health screening to check vision, hearing and dental condition should be provided by schools and health providers. Migrant Head Start provides health care, nutrition and day care.
- Migrant health clinics provide prenatal care and routine checkups.

MODULE 2

Health and Work

DURATION: 4 to 6 HOURS

TOPIC OUTLINE

Farmwork Hazards

- Sanitation
- Work-related accidents
- Motor vehicle accidents
- Pesticides
- Parasitic infection
- Preventing farmwork hazards

A Psychologically Healthful Workplace

- Right to employment
- Effects of kickbacks and extortion on mental health
- Limits to loyalty
- Importance of rest ; effects of overtime labor
- Piece rate minimums
- Workers Compensation and Disability Insurance

Pesticides

- Routes of exposure to pesticides
- Risks of over-exposure
- Effects of over-exposure
- Treatment of over-exposure
- Workers' rights
- Pesticide labeling
- Proper use of pesticides

PERSPECTIVES ON INSTRUCTION

Farmwork is dangerous; however, many hazards can be avoided.

Migrant farmworkers suffer far greater work-related health problems than any other occupational category in the United States. Poor sanitation, overcrowded living conditions, use of potentially hazardous pesticides, high pressure piecework, and inadequate equipment combine to make farmwork the most dangerous of jobs. Some problems, such as back pain, are inevitable by-products of physically demanding labor, although even these aches may be diminished with the proper use of appropriate tools. Other problems are completely avoidable if farmworkers and their employers apply appropriate safety precautions.

- *Farmworkers have a right to a physically and psychologically healthful workplace.* They should not have to worry about being fired for having an accident, or suffer abuse and the intimidation from labor contractors, crew leaders and other overseers. They should be helped to understand their human and civil rights, and to protect themselves from violations of these rights.
- *There are limits to loyalty.* Crew leaders and labor contractors provide people with favors in order to control them. There is no need to submit to that control. Provisions of the Migrant and Seasonal Agricultural Workers' Protection Act (MASAWPA) specify farmworker rights.
- *It is not healthy to work without occasional rest.* There are limits to the amount of overtime an employer can require of a worker. Farmworkers must understand the limits of their ability to work and their rights regarding compulsory overtime.
- *Farmworkers must be covered by Workers' Compensation and Disability Insurance* and are entitled to medical care for any work-related health problem, both injuries and illness. In some states, these benefits include vocational rehabilitation benefits.
- *Exposure to pesticides remains a critical health problem for farmworkers.* They should understand: how they can be exposed to pesticides (dermal, inhalation and ingestion); risks of overexposure; re-entry intervals; and types of accidents which can occur. They should recognize conditions which affect exposure — dusty and hot conditions compared to wet and humid conditions — and the appropriate precautions to be taken with different pesticides.
- *Farmworkers should be able to identify the acute effects of pesticides*: nausea, dizziness, blurred vision. Individual reaction to pesticides may vary. Pregnant women and young children are probably more susceptible to long-term effects.
- *Workers have a right to know* what pesticides they are being exposed to, and to receive free treatment for minor effects such as eye problems and dermatitis, as well as for emergencies.
- *Pesticide labels are the principal means by which pesticide use is regulated.* Being able to read labels is important. Workers should be able to read the label of any pesticides being used. They should request translations in Spanish or other native language.

MODULE 2

Health and Work

SAMPLE EXERCISES

Exercise 1 • Field Sanitation Standards

Provide handouts about field sanitation standards and practice reading them and illustrating what they mean. Information on field sanitation standards is available from local legal services providers, state monitor advocate offices and migrant health centers.

Exercise 2 • Drunk Driving Standards

Handout State Highway Patrol charts of the relationship between the number of drinks, body weight, and levels of blood alcohol. Explain and discuss ways to avoid drunk driving; the penalties for drunk driving arrests; and the impact of drunk driving accidents on victims, family and friends.

Exercise 3 • Paycheck Deductions

Handout a sample paycheck with withholding annotations and explain the different deductions. Discuss the different deductions, their purposes and uses, and benefits (if any) due the worker from those deductions.

Exercise 4 • Farmworker Rights

Discuss key farmworker safety and occupational health-related rights. A legal services guest is an appropriate visitor for this class since the employment related laws, enforcement jurisdiction and specific details should be up-to-date and locally appropriate.

Exercise 5 • Farmworker Exploitation

Discuss problems participants may have encountered with overtime and worker exploitation, child labor laws and abuses, other workplace and consumer abuses. Explain and discuss grievance procedures; how and when to use them. Have the class present their solutions and remedies for farmworker exploitation issues.

Exercise 6 • Emergency Rooms

Discuss class participants' experience with hospital emergency rooms. What happened to cause the emergency, what was done at the emergency facility, what should have been done by the farmworker, the facility? What were the causes of any problems encountered? What can be done about them in the future? If local hospitals are involved, consider drafting a class letter regarding desirable changes.

Exercise 7 • First Aid Courses

Provide information on locally available, free, first-aid courses and CPR for anyone interested. Explain and discuss the importance of these courses. Inquire about availability of courses conducted in Spanish or other languages? If none is available, help the class prepare a request for such courses.

Exercise 8 • Pesticide Exposure

Discuss what experiences participants have had with pesticide exposure. Has anyone become ill from pesticide exposure. If so, how would they describe it. How did it happen?

What could have been done to prevent it? What happened after exposure and treatment. What was the reaction of the supervisor, crew leader, labor contractor, and employer?

Exercise 9 • Pesticides Currently in Use

List the pesticides participants know are being used on crops in their area. What, if anything do they know about the effects? What can they do to protect themselves and their co-workers? What legal recourses do they have?

Exercise 10 • Reading Pesticide Labels

Practice reading labels for Category 1, 2, and 3 pesticides. Explain unfamiliar words, including first aid treatment.

Exercise 11 • Measuring and Mixing Pesticides

Practice computations regarding mixing (percentages and unit conversions). Explain and graph LD_{50} for different sample pesticides. Demonstrate sizes of 1 mg., 10 mg. and 100 mg. of salt. Practice calculating pesticide exposures (mg/kg) for persons of different body weights; e.g., 90 kg. man, 50 kg. woman, 10 kg. child. Discuss label application rates and convert from lbs. per acre to milligrams per acre.

Exercise 12 • Enforcement of Pesticide Laws

Representatives of the local department of agriculture or the state's agricultural extension service are appropriate guest speakers. Discuss how pesticide laws are enforced locally. Class discussion may center on comparisons between farmworkers' experiences and the description of compliance with and enforcement of the regulations and laws.

Exercise 13 • Chronic Effects of Pesticide Overexposure

Handout and discuss a summary of suspected chronic effects of overexposure to pesticides. Seek reactive responses from each member of the class.

RESOURCES

State Employment Services (agency's enforcement responsibilities)

Department of Labor (Wage and Hour, OSHA enforcement responsibilities)

State Highway Patrol (responsibilities regarding drunk driving)

Legal Services

Hospital emergency rooms

Published re-entry periods

Published lists of toxicity categories

Published explanations of pesticide label signalling system

MODULE 3
Mental Health
DURATION: 4 to 6 HOURS

TOPIC OUTLINE

Defining Mental Health

- Mental health compared to mental illness
- Relationship of mental health to physical health
- Relationship of physical circumstances to mental health
- Maslow's *Hierarchy of Needs*

Causes of Mental Health Problems in Farmworkers

- Job stress
- Financial problems
- Family dislocation
- Maltreatment in mainstream culture
- Low self-esteem
- Substance abuse

Prevention and Treatment of Mental Health Problems

- Dealing with stress
- Individual self-awareness
- Family support mechanisms
- Community support mechanisms
- Identifying and working with mental health practitioners

PERSPECTIVES ON INSTRUCTION

Mental health is part of overall health.

There is no evidence that the incidence of mental illness in the farmworker community is greater or lesser than in the general population. But farmworkers have less access to mental health practitioners and must, therefore, rely primarily on themselves, their families and their community for support. Although psychological concepts and jargon are very much a part of the dominant American popular culture, farmworkers do not share this familiarity with mental health issues. *Instruction must begin with very basic concepts and recognize cultural biases.*

- *Positive mental health is not simply the absence of mental illness.* It involves a complex set of conditions which promote a sense of well-being and self-directedness.

- *There is a link between mental health and physical health.* Recognizing this linkage can help people to improve both.
- *A person who seeks mental health care is no more mentally ill than a person who seeks to improve nutrition is starving.* Farmworkers must be helped to understand that seeking improved mental health is a normal and positive activity.
- *Individual and family conflicts often arise from the stresses of everyday farmworker life.* Too little money; insecure, hazardous work; inadequate living conditions; antagonistic, distrustful relations with employers; dislocation from friends and family; and a marginal relationship to the dominant culture combine to create a constant condition of stress. Farmworkers must learn to moderate what situational problems they can and to cope with those they cannot.
- *Farmworkers must learn to deal with family stress before it becomes violence.* Getting counseling is not a sign of mental illness, it is a healthy move toward solving problems that most people experience.
- Since *there are few therapists who speak Spanish and offer free or low-fee counseling*, farmworkers must learn how to find assistance within their families and community.
- *Families that are separated* — typically with husbands in the U.S. and wives and children in Mexico or other migrant sending country — need to understand that it takes awhile to get used to each other again when its members are reunited after extended absences.
- *Limited-English-speaking immigrant farmworkers are often treated as inferiors in the U.S.* Consequently, farmworkers tend to develop low self-esteem. It is important to help farmworkers to recognize their own worth as human beings. Farmworkers must insist that they be treated properly; that people provide them with the information they request; and that they are accorded the respect given others in the dominant culture.
- *Heavy drinking and drug abuse are often signs of other mental health problems.* Addiction from these substances makes the resolution of the mental health issues more difficult. A supportive community can help its members reduce substance abuse but individual help is available from a variety of free support groups. Spanish speaking groups are increasingly available in areas of high farmworker concentrations.

MODULE 3

Mental Health

SAMPLE EXERCISES

Exercise 1 • Identifying Support Systems

Discuss and list on the chalkboard the qualities that would make a neighbor or family member a good support person. Determine how many participants think they know someone who meets those qualifications? Discuss how to develop support networks.

Exercise 2 • Identifying Stress

Ask participants to fill out a standard personal stress inventory relating stress to life changes.(Spanish translations are available.) Give norms for low to high family stress levels. Discuss the stresses which impact participants' lives and ways to lessen them.

Exercise 3 • Working with Mental Health Practitioners

Role-play difficult situations with mental health service providers and test strategies to make the providers more responsive.

Exercise 4 • Coping with Family Dislocation

Discuss what a family needs to consider in deciding whether a husband should continue to be a cyclical migrant returning to Mexico (or other homeland) each winter, or having his wife and family join him.

Exercise 5 • Planning Improved Work Situations

Discuss participants' occupational aspirations and what they are doing to achieve them. What barriers are they encountering and what can they do to overcome them.

Exercise 6 • Cultural Integration

Discuss what the class participants think is good and bad about U.S. society in comparison with their native (homeland) society.

Exercise 7 • Gender Differences

Discuss the particular problems women face. Are they different than the problems men face? If so, why are they different?

Exercise 8 • Seeking and Giving Support

Have class participants write a letter to a relative, providing advice and support on one of the following: a) a husband who is drinking too much, b) a teenage child who doesn't respect authority, c) a young child who is not doing well in school, d) a mother who is not sure if she wants more children, e) a man who did not find any work during the winter because of a freeze. If class members cannot write as yet, allow them to dictate letters to an aide, or to a literate classmate.

RESOURCES

There are few resources dealing specifically with the mental health issues of migrant farmworkers. Given the unique circumstances of their lives, most mental health resources are not appropriate for them. Some communities have Spanish-speaking counselors available at no cost to the client. *These services are typically provided by grant-funded, nonprofit, community-based organizations.*

The California Human Development Corporation, based in Santa Rosa, CA has produced a videotape (Spanish and English), entitled *Nuestros Hijos* (Our Children), that addresses child abuse prevention in terms of strategies for decreasing family stress and building opportunities for communication.

It is suggested that the *Directory of Selected References and Resources* at the end of this volume be consulted; particularly the *List of State Resources* and the section entitled *Special Resources.*

COURSE OUTLINE

FARMWORKER FINANCES

COURSE OBJECTIVES

The *Farmworker Finances* course assists adult migrant farmworkers to improve their math, reading and language skills and to make better financial decisions related to their worklife.

Participants will accomplish the following in this course:

- Learn basic math facts and procedures required to make critical decisions about work and personal finances.
- Improve language skills needed for negotiating.
- Improve problem solving skills in order to make effective job choices.
- Develop a better ability to resolve conflicts with employers and others.
- Know how to determine the legality of contracts, arrangements, agreements and commitments by employers, labor contractors, crew leaders and others upon whom they depend for jobs and work.

COURSE ORIENTATION

The *Farmworker Finances* course is a 24 to 36 hour course whose objectives are focused on farmworkers' needs to solve economic and work-related problems. The emphasis is on learning basic math facts and procedures and developing problem solving skills which can help them make appropriate decisions about work and personal finances.

Development of numeracy skills is the primary emphasis of the course, but exercises also emphasize the development of related language and reading skills. Math instruction is incorporated into discussions about critical life skills. Participants receive individualized or small group instruction as their learning deficits are identified. The instructor provides resources for home study and drill.

COURSE MODULES

Module 1.	**Wages**	**8-12 hours**
Module 2.	**Earnings and Annual Income**	**8-12 hours**
Module 3.	**Taxes and Benefits**	**8-12 hours**

COURSE COMPETENCIES

Participants will be able to perform the following tasks:

Math

- Add and subtract decimal numbers.
- Multiply and divide decimal numbers.
- Add and subtract common fractions.
- Calculate averages and percentages.
- Convert units of measure.
- Apply principles of budgeting in the management of money.
- Count, convert and use coins and currency.
- Select, compute or interpret appropriate standard measurement for length, width, perimeter, area, volume, height or weight.
- Interpret product container weight and volume.
- Interpret wages, wage deductions and benefits, including wage information charts, pamphlets and forms.
- Interpret tax tables and income tax forms.
- Compute income based on piecework rate and amount.
- Use basic math to compare benefit of piecework versus hourly wage.
- Interpret clock time and identify months of the year and days of the week.

Reading

- Interpret maps and graphs.
- Interpret procedures and forms associated with farm labor contracting.
- Use the telephone directory and related publications to locate information.
- Recognize and use signs related to transportation and farm work.
- Identify and use information about job opportunities.
- Interpret employment contract and union agreements.
- Interpret a job application and job description.

Communication

- Ask for, give, follow and clarify directions.
- Use the telephone and telephone book.
- Describe merits of various contractual arrangements.
- Explain workers protection and minimum wage laws.
- Identify sources for career information and financial planning.

MODULE 1

Wages

DURATION: 8 to 12 HOURS

TOPIC OUTLINE

Pros and Cons of Piecework Earnings

- Adjustments for difficulty of work
- Comparing piecerate earnings for different workers due to individual speed.
- Converting measures — Is a box always a box? Is a bucket always a bucket?
- Calculating income from piecerate.
- Including time out and transportation in the calculation.
- Including bonuses.
- High-pay work versus steady work.

Comparing Piecework and Hourly Income

- Converting piecework and hourly wages to daily earnings.
- Even in piecework there is a minimum wage floor.
- Documentation of the basis for earnings and workers' right to know.

Individual and Family Earnings

- Effects on family income.
- Weighing the costs.

Empowerment

- Comparing job offers.
- Resolving conflicts about earnings.
- Thinking about underemployment.
- Employer duties — legal minimums, reasonable expectations.
- Sharing and evaluating information with co-workers.
- Eliminating ambiguity — getting it right.
- Reviewing ads and contracts.
- Information sources.
- Newspapers, radio, TV.
- Use resources: libraries, other information centers.
- Agencies: Employment Service, JTPA 402s, CBOs.
- Using facts and figures to explain, persuade, and negotiate.

PERSPECTIVES ON INSTRUCTION

- *Adult migrant farmworkers are involved in a variety of calculations all the time.* Daily earnings are the first "building block" for thinking about personal finances. Wherever possible, practice in calculating should be in the context of the farmworkers' real-life experiences.
- Adult migrant farmworkers *regularly, but not very directly, ask fellow workers for help in arithmetic calculations.* The teacher should build on that process by conducting most class work in small groups, which then share their common information with the whole class. Students with less knowledge can then seek help from peers.
- *People with mathematical skills are perceived by migrant farmworkers as possessing extra power.* Mathematical skill is seen as "being smart" rather than as "being able." Teaching should demonstrate that *anyone* can "be smart" by methodically solving problems.
- *Much workplace conflict and stress stems from limited computational skills* among workers, supervisors and some employers. Teaching should emphasize the "logic" of math computation and "working through" calculations together.
- *Farmworkers recognize their powerlessness* and can appreciate the acquisition of computation skills as a means of "leveling the playing field" for negotiating with employers and labor contractors.
- *Visual and graphic representations are excellent forms* for demonstrating mathematical relationships, and developing learners' skills in analyzing numerical relationships.
- *Linking computational practice to concrete real-world information* allows students to develop higher-order skills in collecting data (from experience as well as from reference sources), in analyzing the data, and in communicating about mathematical concepts.
- *Tieing computation and numeracy to informal discussion* provides a basis for practicing skills regularly in family, work and community life.
- *Mathematical skills can be presented as foundation for making decisions*, taking control, as a source of pride and strength. By quantifying what is involved in difficult choices we can compare the choices better and make more informed, more personally appropriate choices.

MODULE 1

Wages

SAMPLE EXERCISES

Exercise 1 • Piecework Earnings

Have everyone in class talk about their most recent piecework earnings. Prepare a table on the chalkboard listing individual students in the first column and the piecerate offered at their last job in the second column. Are all the piece rate units the same? If not, convert to a common unit in order to compare other piece rates. If they are the same, practice converting to other larger units. Sample conversions: bucket to bushel, bushel to "bin" or "box," box to flats, pounds to field lugs, field lugs to bins. The third column will be all piecerates in common units.

Exercise 2 • Fairness of Piecerates

Have participants discuss whether piecerates are fair. To what extent does the class think that piece rates correctly adjust wages to the difficulty of work? Or the productivity of a particular plot? Or to what degree are piece rates just different offers?

Exercise 3 • Piecerates Compared to Total Income

Graph students' piecerates in a bar chart to show how minor variations can have great impact on overall earnings. If there is no variance, use hypothetical cases. The graph can include a historical perspective while noting that living costs have increased and will continue to increase. Use the fourth column of the chart of student's varying piecerate earnings to calculate daily earnings (total pieces x piecerate). Compare the variance in daily earnings. In the fifth column of the chart of student piecerate earnings, list the number of hours each worked in the day. Then divide daily earnings by hours to yield hourly rate and record in column six.

Exercise 4 • Evaluating Job Worth

Elicit from students how much is the best daily earnings they have ever made in the sample crop and how little they have ever made. Record in a table. Ask how much could the best possible worker make. Ask how little someone would have to make to decide it was not worth working. Graph the individual "high" wages and "low" wages to show overlap between workers and introduce the concept of average earnings. Discuss the fact that there is (or is not) a normal distribution of earnings.

Exercise 5 • Negotiating Terms with Employers

Form student groups to prepare skits of employer-worker negotiations, using what they know about calculating daily earnings, variance in earnings among different workers, and variations in individual workers' earnings from day to day. In each group everyone works together to plot out the strategy and chooses one person to be the employer and one to be the worker. Have the worker use pessimistic projections and have the employer use optimistic projections. Ask the class to suggest improvements in the negotiating stance of each group.

Exercise 6 • Dealing with Ambiguous Units

Experiment with an ambiguous unit. Have a student bring a bucket to class and fill it with onions or cucumbers or potatoes. Have a pair of people role play the foreman and the worker and determine what is the emptiest bucket someone could get by with and what is the fullest that is possible. Weigh the "short" bucket and the "fullest" bucket and graph the difference in weight in a bar chart. Elicit what a regular number of buckets per day would be and convert to pounds per day and earnings per day. Find the average.

Exercise 7 • Seasonality of Earnings

Talk with students about the different daily earnings at the peak of the harvest and at the end of the harvest (as crop yield tapers off). Talk about bonuses for harvest completion or for "quality work." Graph a curve of daily earnings with one line for earnings without the bonus and one for earnings with the bonus. Note that total earnings is the area under the curve. Draw a line representing minimum wage. Note that wages may fall below minimum at the end of the harvest. Work through the earnings of one worker who leaves after a short time and another who stays through the end of the harvest. Discuss the pros and cons of the two different strategies.

Exercise 9 • Earnings Related to Crops

Prepare graphs of the piecework earnings in apples (short harvest, high earnings) versus the piecework earnings in cucumbers (longer harvest at lower pay). Draw on top of the graph a representation of hourly wages. Talk about underemployment and unemployment, erasing portions of the curve to represent periods of unemployment. Discuss the decrease in area under the curve. What are the pros and cons of each? Discuss what are reasonable estimates of how long people will be unemployed in a given harvest. Summarize by noting that understanding earnings requires that people discount their expected earnings for the possibility of underemployment, variations from day to day in work rate, etc.

Exercise 10 • Whole Family Income Calculations

Have students with multiple family members working in farmwork (e.g. in cucumbers), estimate their whole-family daily earnings and estimate how much each family member contributes. And what are the costs of everyone working? Is it worth it for everyone to work?

Exercise 11 • Estimating Wages

Have students estimate and then monitor and compare their expected daily earnings to the actual pay they receive as documented. Did they estimate more or less? Include family members' earnings if other family members are working, observe variations and estimate average wage for the whole family.

MATERIALS

- Handout on Minimum Wages — Federal Law
- Handout on State Piece Rate Minimums (e.g. Michigan)
- Flash Card: Piece Rate x Pieces = Daily Earnings
- Flash Card: Piece Rate x Pieces divided by Hours Worked = Hourly Earnings
- Flash Card: The area under a curve is total earnings

- Handout: Common Conversion Scales (with write-in space for units not listed)
- Handout: Personal Earnings Worksheet
- Handout: Community Resources — Adult Education, Employment Training, Libraries
- Handout: Graph of selected piecerate increases, cost of living, and minimum wage
- Excerpts: *Pablo Cruz and the American Dream*
- Excerpts: *Working* by Studs Terkel
- Excerpts: *Time* magazine article: "$152 A Week"

MODULE 2

Earnings and Annual Income

DURATION: 8 to 12 HOURS

TOPIC OUTLINE

Calculating Annual Income

- A work year is 12 months or 50 weeks or 250 days or about 2,000 hours
- Estimating the actual amount of time paid to work during the year

Estimating Variance of Annual Income

- Uncertainties in farm labor demand
- Illness, family emergencies, "resting"/vacations
- Changing work commitments of family members

Comparing Annual Income to Permanent Job Income

- Jobs at $4.00, at $5.00, at $6.00 per hour
- The value of vacation pay
- The value of sick pay

The Costs of Working

- Total costs of working in farmwork
- Costs of working in other kinds of work
- The costs of investing time and money in learning new skills

Thinking About Changing Jobs

- Investments of time and opportunity costs
- Loss of non-cash benefits
- Loss of access to farm labor jobs
- Cost of education or training
- Possibility of success/failure
- Short-term and long-term benefits

Changing Jobs and Family Life

- Costs and benefits

PERSPECTIVES ON INSTRUCTION

- *Farmworker poverty is caused primarily by underemployment and inadequate wages.* Average number of days worked varies from region to region in the U.S. — from about 100 days for Texas farmworkers to about 140 days for Central California farmworkers. A key element in learning math skills for empowerment is for individuals to consider their "underemployment index."

- *The earning ability of individual farmworkers varies greatly,* as does the number of days worked (depending on connections, crop specialization, etc.), but most farmwork generally pays more per hour than other low-skill occupations. Consequently, it is necessary for farmworkers to consider the trade-offs between lower-paying steady work and higher-paying seasonal work. Analyzing these tradeoffs can be approached using the same "area under a curve" technique used to look at piecework and daily earnings, and at daily and weekly earnings.
- *Farmworker economic strategies include generating a substantial amount of non-cash benefits from down time* — house repair, exchanging favors, car repair. To choose fairly among alternatives, farmworkers must think about the worth of non-cash goods in comparison to steady income.
- *Farmwork rarely provides "fringe benefits" such as vacation pay or sick pay.* Therefore, comparison of farmwork at higher earnings with permanent work requires calculating the value of paid vacation and sick leave in the permanent job.
- *Most farmworkers are very conservative in managing risks in their lives* (because their lives have such a high level of risk). It is critical to address fear of failure directly and to build peer group psychological support for taking on very real risks. Discussing the possibility of failure must also include direct attention to contingency planning, flexibility, and the benefits of success.
- *Because farmworkers are very poor, primary focus is given to immediate concerns.* The benefits of job-changing must be evaluated in terms of both short-term benefits and in terms of long-term benefits as physical problems eventually force all workers to leave agricultural work.
- *Career decisions must include explicit analysis of the economics of life changes but should not avoid other human values.* Discussion must explicitly look at the impacts on family life when one or more members of the family undergo a life change. This can be presented straightforwardly as a period when instability is likely—but a period which has not only stress but also excitement and opportunities.
- *Career changes put stress on the roles of everyone in the family*—husbands, wives, children and other members of the extended family. Families must anticipate and adjust to those changes.

MODULE 2

Earnings and Annual Income

SAMPLE EXERCISES

Exercise 1 • Assessing the Value of Farmwork

Initiate a discussion of the pros and cons of working seasonally in farmwork. Have everyone in class estimate how many days each of them worked during the last year in farmwork and record in column 1 of a table. Using an average per day figure calculate how much they earned in all and record in column 2. Convert to weekly earnings at a full-time job. Convert to yearly earnings. Convert to hourly earnings. Discuss the pros and cons of the annual earning power of families. Is it enough?

Exercise 2 • Assessing the Value of Leisure Time

Have people in class discuss what they do when they are resting. Discuss what the value of these activities are. To what extent could a person keep these up if they had a full-time permanent job?

Exercise 3 • Assessing the Value of Non-Farmwork

Have people discuss what kind of work other than farmwork they do for extra income. Estimate the income from the other work. Have participants add together farmwork income and non-farmwork income and non-cash benefits. Graph as bar chart and as pie chart. Compare ratios of different kinds of work.

Exercise 4 • Assessing Benefits of Farmwork for Different Families

Talk with participants about their income, their family size and whether other people in the family are working, add individual contributions to family income and calculate per capita income for each family. Graph the variance of families' per capita incomes on a bar chart. Note that farmwork is attractive for some kinds of families — young men, young couples with no children, older families with teenage workers, but not for families with children.

Exercise 5 • Comparing Incomes of Individuals, Couples and Families

Graph the annual income of a single man working full-time at minimum wage, a couple working at minimum wage full-time and the families in the class in a bar chart.

Exercise 6 • Assessing Income Loss from Illness

Discuss with students whether people have had to take time off for being sick. Estimate income loss for sick time. Discuss whether people have had to take time off to take care of children. What were those earnings losses?

Exercise 7 • Calculating Net Income

Discuss the net income from different work situations, subtracting out costs for transportation to work, equipment bought, other costs such as child care. What is the net hourly, daily, monthly, and annual costs? How much does participants' experience vary? Can that information be used for negotiating?

Exercise 8 • Lifetime Earnings

Introduce concept of lifetime earnings and estimate for different occupations.

Exercise 9 • Assessing Costs of Vocational Education

What are the costs of investing in vocational training? Estimate opportunity costs (lost work) and other costs (child care). Estimate total investment to reach goal. Estimate one year, five years, and lifetime impact of increased earning power.

Exercise 10 • Implications of New Jobs for Spouses

Discuss the implications of husbands and/or wives getting new jobs. What are the problems that would make? What solutions are there?

Exercise 11 • Relationship of Parents' and Children's Occupations

Discuss the relationship between parents' occupations and children's' occupations. Are the benefits of working to provide children a chance for a better future more important than the drawbacks of children tending to follow in their parents' occupations.

MATERIALS

- Handout: Annual Income is the area under a curve of monthly earnings
- Handout: Pie Chart — Annual income includes farmwork earnings, non-FW, and non-cash
- Handout: Conversion Chart for Hourly, Daily, Weekly, and Annual Wages
- Handout: Net Income is Total Earnings minus Work-related Costs

MODULE 3

Taxes and Benefits

DURATION: 8 to 12 HOURS

TOPIC OUTLINE

INCOME TAX WITHHOLDING

Overview of Income Tax

- It is mandatory but it must be documented
- Estimating income tax

Income Tax Can be Revenue

- Most MSFW's are over-withheld due to seasonality
- No income tax revenue unless you file a return
- Remember Earned Income Credit
- Remember Child Care Credit
- Withholding can be adjusted on W-2 but never under-withhold
- Requesting special SSN for dependents in Mexico (or other homeland) to claim as deductions

Resources

- Legal assistance for problems
- Private tax preparers — pros and cons, consumer cautions
- IRS hotlines and publications

FICA (Federal Insurance Contributions Act)

Regulations

- Fourteen quarters work eligibility
- Estimate personal contribution as 8% of earnings
- Employer contributes 8%
- If not withheld and matched by employer, liability is taxpayer's
- Requesting Social Security Account Balance

Benefits

- Retirement (SS)
- Disability (SSI) and problems in qualifying
- Medic-Care

Estimating Benefits

- Income times years of retirement
- Political issue of COLA in Social Security — ongoing

Eligibility and Immigration Status

- Consult lawyer re PRUCOL update and/or Family Fairness

UNEMPLOYMENT INSURANCE BENEFITS

Overview

- Approximately 50% of earnings in highest quarter is pay rate
- Usually limited by total of highest quarter earnings or 13 weeks
- Not all employers are covered — may want to ask if they are

Qualifying

- Eligibility questions
- Immigration status

Strategy

- Awareness of quarterly boundaries on award amount-examples
- Timing of opening claim
- Communicating with bureaucracies

WORKERS' COMPENSATION AND DISABILITY INSURANCE

Overview

- Pays medical costs and (in some states) rehabilitation
- All employers must cover
- Also lump-sum settlements for specified permanent injuries

Problems

- Litigious carriers and employers
- Documentation of accident
- Problems in collecting for chronic problems

State Vocational Rehabilitation as Alternative

- Pros and cons
- Considering rehabilitation options

Disability Insurance for Income Replacement

HEALTH INSURANCE

Standard Primary Labor Market Package

- Full-employee with deductible or HMO
- Family coverage variations

Importance of Health Insurance?

- Personal experience with illness, family constellation
- Individual cost-benefit analysis
- Medical indigency and emergency services

Investing in Primary Health Care

- Costs of preventive health care versus loss of work acute costs
- Local resources — sliding scale migrant health clinics

FRINGE BENEFITS IN PRIMARY LABOR MARKET

Basic Benefits

- Vacation pay, sick leave, personal leave, maternity

Enhanced Benefits

- In-service training, retirement benefits (IRA, Keogh, etc.), credit unions, dental plan

Assessing the package

- Estimating ability to cash-in on available benefits
- Employer take-backs

PERSPECTIVES ON INSTRUCTION

- *Farmworkers, like all Americans, are exposed to information on income tax, fringe benefits, etc.*, but suffer from exposure to a great deal of misinformation and misunderstanding because of complex laws.
- *General awareness* of the provisions of the various withholding taxes and benefits is *important to allow good planning.*
- *Awareness of the "invisible" components of earnings* may change decisions about taking one job or another, and about personal economic strategies.
- *Income tax refunds are not widely recognized as a source of revenue.* Non-filing, mis-filing, failure to submit a change of address are serious problems. Immigration status is also an important technical consideration. A prime objective is to allow students to decide if it is worthwhile seeking help or learning how to do tax returns themselves.
- *Unemployment Insurance is under-utilized because of a hostile bureaucratic atmosphere* and farmworkers' feelings of powerlessness and humiliation in the suspicious context of UI. A prime objective is to increase empowerment.
- *Benefits are not favors*; certain benefits are rights, but rights are not always "commonsense" and may vary from one employer to another.
- A crucial recognition for farmworkers is that *small agricultural employers are exempt from some but not all provisions*, so it is important to ask.

- Another crucial recognition is that although agricultural employer compliance with applicable laws may be low, *assistance is available to resolve non-compliance problems.*
- Familiarizing farmworkers with the actual forms as learning materials is useful, since *graphic representations of government forms are formidable.*
- Farmworkers are not aware of *prevailing social perspectives on employees' rights to personal and family security* based on a package of fringe benefits.
- Many employee benefits, as well as social programs such as Social Security, are being re-evaluated currently, with some improvements and some backsliding. *Active monitoring and participation in the social dialogue has practical implications for farmworkers.*
- Legal services and state or federal representatives are excellent resources for addressing baffling problems with federal and state mandated programs, but *they will not always be able to make things right.* Their effectiveness is increased if farmworkers can bring good documentation of the issue or problem to show them.

MODULE 3

Taxes and Benefits

SAMPLE EXERCISES

Exercise 1 • Calculating Tax Refunds

Because it is illegal to not file income tax returns, have students anonymously check on a piece of paper with numbers ranging from 1 to 10, how many years they have not filed income taxes. Sum the income tax-years in the class that returns have not been filed. Assuming a 15% refund rate (equal to minimum withholding), calculate the total amount of money lost. Graph variance for the "high loser" (the person who has filed least) and the "low loser" (the person who has filed most).

Exercise 2 • Completing Unemployment Insurance Forms

Have students fill out an unemployment insurance application form and a weekly reporting card and role play a follow-up interview with a suspicious bureaucrat. Instruct the person playing the bureaucrat to act as though the money is their own (because of their public trust). Compare strategies.

Exercise 3 • Unemployment Benefit Ineligibility Questions

Discuss whether students have ever been informed that they were ineligible for unemployment insurance due to the fact that they didn't make enough earnings in a quarter. Was that because their employers didn't contribute or because they didn't actually work the required period?

Exercise 4 • Retirement Plans

Ask the class to share experiences as to what their parents did (are doing) after becoming too old to do hard physical work. Ask participants to share their thoughts about what their retirement plans are going to be.

Exercise 5 • Graphing Injuries on the Job

Discuss and prepare a pie graph of how many people have been injured on the job at least once, at least twice, at least three times. Prepare sub-graphs for each sub-group about how many times they have received Workers' Compensation. Discuss what benefits they received.

Exercise 6 • Employee Benefit Packages

Invite class speakers from three firms that offer good employee benefits packages to discuss what benefits they get and what the importance of getting the benefits was to their acceptance of the jobs.

Exercise 7 • Farmworker Rights

Invite a legal services attorney to talk about farmworker rights. Discuss with the class whether they understood what the lawyer said, whether they think the lawyer could help them resolve any of the issues currently on their mind, and whether the lawyer made them aware of any new issues they had not been previously aware of.

RESOURCES

Consult the *Directory of Selected References and Resources* at the end of this volume; particularly the *List of State Resources* and the section entitled *Special Resources* for specific names and addresses of agencies and organizations that offer training and technical assistance.

Competency-Based Life Skills Course Development Checklist

ACTIVITY

To develop a short-term course for adult migrant farmworkers which integrates the instruction of life skills competencies with related basic skills in order to assist participants to meet a specific life objective.

CONCEPT

Adult migrant farmworkers do not have sufficient time to attend traditional basic skills classes or GED courses. Even when time is available, traditional instruction often seems too abstract and fails to hold the adult learner's attention. A short course which teaches adult farmworkers an important life skill provides an opportunity to teach basic skills as well, if the skills are taught in the context of the life skill.

Designing such a course requires that the teacher carefully analyze the tasks which must be mastered to accomplish a life skill. These tasks are expressed as "competencies," that is: *a measurable demonstrated ability to perform a specified task.* A "competency-based" education program is one in which the student masters basic and life skills required to achieve a life objective.

There are numerous models of competency-based education programs. Many require a very detailed analysis of skills and an equally complex system for tracking competency attainment. The development and management of such a system can easily overwhelm the part-time teacher with limited resources who is often the primary instructor for adult farmworkers.

The model herein presented is simplified to allow teachers with limited time for course development to create useful competency-based courses which speak directly to the interests and needs of adult farmworkers. Forms and sample course competencies are intended as a take-off point from which instructors can develop their own systems and courses.

TASKS

☐ ***Specify a life skill objective*** which adult limited in scope to make instruction manageable but course would be: "Identifying and Obtaining Social

☐ ***Express the tasks*** required to accomplish the objective as competency statements. For example: "Find listing of social service agencies in telephone book."

☐ ***Specify performance standards*** which demonstrate competence. These should be easy to measure.

☐ ***Specify how competence will be measured*** using one of the following indices:

- Test
- Project Completion
- Observed Behavior.

☐ ***Identify basic skills*** required to accomplish task. These skills can be organized in a variety of ways. This simplified model limits the skills categories to:

- Reading
- Math
- Writing
- Oral Communication
- Problem Solving

☐ ***Identify basic skills assessment method*** to be used to determine basic skills competencies. Most farmworkers will resist taking a standardized basic skills battery of tests. It may be that a reasonable assessment can be made by simply observing the learners' interaction or asking them to demonstrate what they have learned by applying it to a specific purpose of their own choosing.

☐ ***Identify or create resources*** to be used for the course.

☐ ***Design lessons*** and specify what and how basics will be integrated with each lesson. Sequence lessons so they go from simpler to more complex, and that life skills and basic skills build upon previous lessons. To the extent possible, learner involvement which improves self-confidence and initiative as well as group problem-solving and support skills should be emphasized.

COURSE PLANNING WORKSHEET

Course Title: ______________________________ Page ___ of ___

Life Skill Objective: ______________________________

Competency Statement	
Performance Standard	
Measurement Standard	• Test: • Project Completion: • Observed Behavior:
Related Basic Skills	• Reading: • Math: • Writing: • Oral Communication: • Problem Solving:
Basic Skills Assessment	• Test: • Interview/Discussion:
Course Resources	• Handout: • Textbook: • Video/Film: • Overhead/Slide: • Tape: • Speaker:

COMPETENCY TRACKING FORM

Course Title: ______________________________ Page ___ of ___

Life Skill Objective: ______________________________

Student Name: ____________________ Instructor: ____________________

Competency Statement	Performance Standard	Measurement Standard	Achievement Date (Comment)

SAMPLE COURSE COMPETENCIES OUTLINE

Course Title: FINDING A JOB OUTSIDE OF AGRICULTURE

Life Skill Objective: To obtain stable employment ourside of agriculture.

Competency Statements: .... The learner will:

Module 1: Orientation to Non-Agricultural Jobs

- ☐ identify types of non-agricultural jobs available in the local and regional job markets.
- ☐ compare and contrast the qualities of various non-agricultural jobs.
- ☐ identify differences between jobs inside and outside of agriculture.
- ☐ identify typical wages and fringe benefits for entry-level jobs outside of agriculture.
- ☐ explain potential for retaining and advancing on the job.
- ☐ identify key employmer decision making points from probation to promotion.
- ☐ understand expectations for sick leave and vacations.
- ☐ explain benefits of union and non-union shops.

Module 2: Job Seeking Skills

- ☐ research the "hidden" job market.
- ☐ accurately complete a job application.
- ☐ identify proper dress for an interview.
- ☐ assess personal skills related to non-agricultural jobs.
- ☐ appropriately represent himself or herself in a mock interview.

Module 3: Succeeding on the Job

- ☐ identify employer expectations.
- ☐ identify worker traits highly valued by employers.
- ☐ identify common causes for dismissal.
- ☐ identify primary reasons for promotion.
- ☐ communicate clearly with supervisors and co-workers.
- ☐ explain how to ask for a raise or promotion.
- ☐ explain how to resolve conflicts on the job

SAMPLE COURSE COMPETENCIES OUTLINE

Course Title: INSURING THE FAMILY AGAINST MISHAP

Life Skill Objective: To minimize financial danger to the family by purchasing insurance.

Competency Statements:..The learner will:

Module 1: Importance of Insurance

☐ identify how insurance can benefit the family.
☐ evaluate the family needs for insurance.
☐ assess various types of insurance to meet family needs.
☐ explain how insurance is paid for.
☐ calculate how much the family can pay for insurance.
☐ prepare an insurance plan for the family.
☐ identify insurance vendors.

Module 2: Life Insurance

☐ compare term and whole life insurance characteristics and benefits.
☐ explain how a policy builds cash value.
☐ identify when it is best to buy life insurance.
☐ identify ways to select best life insurance plan based on family needs.

Module 3: Automobile Insurance

☐ identify the legal requirements for automobile insurance.
☐ explain risk factors taken into account by automobile insurance companies.
☐ calculate amount of insurance needed.
☐ identify and compare automobile insurance vendors.

Module 4: Health Insurance

☐ review health insurance plans.
☐ calculate the family's ability to afford health insurance.
☐ compare rates and benefits for different types and vendors of health insurance.
☐ compare benefits of employer-provided insurance, sel-purchased plans and publicly provided services.

SAMPLE COURSE COMPETENCIES OUTLINE

Course Title: BUDGETING AND CONSUMER AWARENESS

Life Skill Objective: To improve family quality of life by budgeting expenses and improving purchasing decisions.

Competency Statements: .... The learner will:

Module 1: Coping with Financial Problems

☐ identify reasons for typical money problems.
☐ identify ways to solve money problems.
☐ identify why it is important to resolve money problems.
☐ explain the similarities and differences between banks, finance companies and loan sharks.
☐ calculate the impact of interest payments.
☐ explain when it makes sense to borrow money.

Module 2: Preparing a Budget

☐ identify reasons why budgeting is important.
☐ calculate individual and family incomes on a monthly and annual basis.
☐ explain the difference between gross and net income.
☐ assess impact of taxes on income.
☐ identify typical expenses on a monthly and annual basis.
☐ identify potential emergencies or other one-time expenses.
☐ explain difference between fixed and flexible expenses.
☐ prepare an annual family budget which is consistent with income potential.

Module 3: Consumer Awareness

☐ compare costs of like items at convenience stores, small merchants and large chains.
☐ identify benefits and risks of mail-order purchases.
☐ compare costs of items purchased in small amounts and in bulk.
☐ explain guidelines for signing a sales contract.
☐ identify ways to deal with high pressure salesperson.

Instruction Self-Assessment Checklist

ACTIVITY

To provide for assessment of an adult education program by its teachers and administrators in order to ensure effective instruction of basic skills and literacy to meet the educational needs of adult migrant farmworkers.

CONCEPT

Advanced theory and practice associated with *the teaching of adults by adults*, has produced several basic concepts that serve as a foundation for effective teaching and learning in adult basic education and literacy programs. These concepts are:

- The learner's *prior experience and knowledge* make an important contribution to the learning environment.
- Learner *self-direction and empowerment* are basic dynamics of the learning process.
- Learning is *problem-centered and solution-oriented.*
- Instruction is *person-oriented*, and not based on subject-matter.
- The learner's ability to *demonstrate* learned skills, concepts and strategies, both in and out of the learning environment, is a central element of the educational process.

The application of these concepts produces improved delivery of instructional and corollary services for adult learners. They presume a focus on individual learners' interests, experiences and goals. This focus is a central theme throughout the educational delivery system. *It strongly fosters the concept that instructional intervention must be relevant to specific adult concerns.*

For adult migrant farmworkers, in particular, these concepts suggest a learning process which is primarily *oral-aural, personal, and performance-oriented.* Another important implication derived from these concepts is that *systematic counseling and guidance* is an essential element of adult education, and particularly valuable to migrant farmworkers.

TASKS

- ☐ ***Use the attached Instruction Self-Assessment Checklist*** to review key elements of the instructional program.
- ☐ ***Place a checkmark in each box*** for questions which are answered in the affirmative.
- ☐ ***Leave boxes unchecked*** if your program does ***not*** meet the stated criteria.
- ☐ ***Examine the unchecked items and rank-order*** those which you think are most needed to improve learning.
- ☐ ***Prepare a list of reasons*** why you think certain items are ***not*** checked.
- ☐ ***Prepare suggestions*** for overcoming the cited reasons.
- ☐ ***Discuss the reasons and your suggestions*** with your supervisor. Follow up shortly thereafter.
- ☐ ***Develop your program*** so that it meets the criteria you think are best for adult migrant farmworker students.

RESOURCES

- Instruction Self-Assessment Chart (Attached).

INSTRUCTION SELF-ASSESSMENT CHART

		BASIC SKILL DEVELOPMENT ELEMENTS									
		Language			Numeracy		Reading			Writing	
	QUESTIONS	Listening	Speaking	Expressing	Basic Skills	Problem Solving	Decoding	Comprehension	Critical Analysis	Graphic Product	Organization
1	Is the learner's prior experience and knowledge a central and positive feature of instruction and the learning environment?										
•	Is material [1] presented in the learners' frame of reference?										
•	Is the application of material made relevant to learners?										
•	Are tests of mastery[2] relevant to learners?										
•	Does feedback to learners[3]:										
	• emphasize learners' strengths?										
	• indicate methods for building on them?										
	• indicate methods for addressing needs?										
2	Are self-direction and empowerment central features of the learning process and environment?										
•	Do instructional materials relate to learners' expressed motives and learning objectives?										
•	Is the material used structured to allow the learner to be self-paced through appropriately sized and sequenced objectives?										
•	Are the learning objectives and standards of performance clear to learners?										
•	Are methods used which encourage the learner to discover concepts and applications?										
•	Is peer support for learning fostered during and after class participation?										

• Does testing allow students to assess their own progress and understand the effect on progress toward their goals?										
• Does instructor feedback focus on success and progress in learning?										
• Does feedback suggest alternative learning strategies for improving student performance?										
3 Does instruction emphasize problem-solving and solution-seeking in real-life situations?										
• Do instructional materials illustrate real life situations and directly relate to the learner's experience and needs?										
• Does instruction encourage the learner to actively participate in class by relating to the learner's out-of-class experience?										
4 Is the learner's ability to acquire and demonstrate new skills central to instruction?										
• Are skill development objectives understood by learners and perceived as important to the achievement of their goals?										
• Are the steps required to acquire new skills understood and perceived as relevant by the learner?										
• Is testing based on the learner's demonstrated ability to apply new skills in real life situations?										
• Does feedback address both the learner's demonstrated ability and methods for improving competence?										

Definitions

1 **Material** encompasses oral and written vocabulary, skills, concepts, approach to organization of concepts. Oral and written material includes commercially developed, and instructor selected or developed materials.

2 **Tests of mastery** refers to methods used to indicate whether materials presented are understood accurately, can be applied appropriately, are perceived by the teacher as important and relevant to the learners' purposes, and are also viewed as such by the learner.

3 **Feedback between teachers and learners** includes written anecdotal information and related discussions about their progress; the relevance and importance of the instructional activity; the relationship of material to other subject matter; usefulness and application of the learning outside the learning environment, and orientation to continued learning. Feedback, on general matters affecting all students, can also be conducted in group settings. Otherwise all feedback is to be done in private one-on-one sessions.

STUDENT ASSESSMENT

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STUDENT ASSESSMENT

Reliable and valid assessments of the basic educational needs of adult migrant farmworkers, of their performances as learners, and of the effectiveness of the instruction, are critical to the attainment of individual and institutional goals.

PART ONE

INTRODUCTION

The approaches described herein are based on a synthesis of the literature on educational assessment as well as on observations made during visits to selected program sites serving adult migrant farmworkers. The purpose is to provide a resource for helping adult education and literacy programs facilitate the learning of basic academic and language skills for adult migrant farmworkers.

❑ The definition, intent, and assumptions underlying student assessment.

Assessment and evaluation refer to the same process, namely: obtaining systematic data about levels of learner performances with regard to the specific skills and knowledge which are the teaching and learning goals of an educational program.

The following activities would stand to benefit from a systematic review of the skill needs of individuals:

- Placement of students in appropriate educational contexts.
- Monitoring individual student progress.
- Documenting individual student outcomes.
- Enhancing overall program effectiveness.

❑ Assessment helps programs adapt instructional strategies and materials.

Initial assessment and progress assessments of limited-English proficient (LEP) adult students aids service providers in adapting instructional strategies and materials. A final *evaluation* is important for job placement or referral to continued education or training activities.

The need for systematic data on students stems from the following assumptions about how learners can be assisted most effectively:

- that learning can be facilitated when targeted skills and knowledge are directly relevant to students' own goals, interests and attitudes, and when they are learned in a context similar to ones in which they will be used;

- that learning of multiple topics, skills or concepts is facilitated when they are coordinated and synthesized;
- that learning is facilitated when barriers to participation are identified, and strategies for overcoming them are developed.

❑ Modifying learning strategies requires cooperation between teachers and learners.

Developing learning strategies requires *observation of the learning process, analysis of its outcomes, and discussion of findings* between instructors and learners.

Differences Between Assessment and Evaluation

❑ Assessment and evaluation are both part of the same process of facilitating learning.

Accepting the assumption that learning can be facilitated implies giving attention to skill levels and skill needs, as well as coordination of elements of educational programs. Assessment and evaluation are both part of the same process of facilitating learning. The differences between them relate to the timing of their occurrence, to their application to individual learners, and to the examination of patterns among groups of learners.

Assessment is ongoing during the learning process and focuses primarily on an individual learner's needs, progress and outcomes. Assessment can be either formal or informal.

Evaluation sums up participation in the program in terms of its overall impact on outcomes, and permits analysis of factors in program design and delivery which contributed to these outcomes.

❑ Skill needs for adults are not always readily visible.

Learners are not often fully aware of their skill needs, and may not think of their educational needs in the same ways as do educators or employers. Skill needs for adults are not always readily visible. Adults often come with deficiency gaps, and these are not necessarily related to each other in observable ways.

Migrant and seasonal farmworkers are no different, except that poor language proficiency, English and native, compounds their learning problems. Language proficiency problems often mask other skill strengths and weaknesses.

Student assessment is a mechanism for analyzing instructional needs and fine-tuning programs to best meet those needs. In the discussion that follows, it will be noted that these matters often are interdependent.

Assessment Concerns

Individuals come to a learning context with different goals, and with different skill strengths and needs. The abiding concerns of assessment are to identify and understand learners' goals, particular skills and concepts needed for accomplishing these goals. Factors likely to affect goal accomplishment, including retention in the program and successful utilization of learned skills and concepts, are also important considerations.

☐ Understanding learners' goals and interests is the key to discovering the motivational drive.

Understanding learners' goals and interests is the key to discovering the motivational drive. A primary intent of assessment is to understand how to facilitate a learner's acquisition of new skills and concepts.

These may encompass a variety of competencies beyond the basic literacy skills of reading, writing and arithmetic. Higher order skills, particularly; problem solving capabilities, positive perceptions of knowledge and skills, and developing effective strategies for continued learning are important. The assessment process also concerns an understanding of direct and indirect contributions to the effective application of learned skills and concepts.

☐ Another aim is to understand barriers to learning.

Factors affecting participation in a program may include cultural and personal orientations, previous school experiences, family considerations, and current occupation. Another aim of assessment is to understand barriers affecting a learner's ability to grasp a concept or skill and to use it in a new context.

Assessment presumes a cyclical model of cognitive learning behavior in which an individual's observations and reflections

- *lead to* formation of abstract concepts and generalizations
- *from which* implications are deduced
- *which lead to* testing concepts (or their implications) in new situations,
- *leading to* further observation and reflection.

This model suggests that achieving specified levels of skills is a function of observation, problem solving strategies, and feedback about the strengths and weaknesses in the learning process.

☐ Learning style is important to achieving skill levels.

Learning style is an important contributor to achieving skill levels, since the observation, concept formation and skill try-out strategies (e.g. learning style) are the bases upon which skills are formed.

The role of assessment is to develop information about the learner for use in the instructional process and to assist the learner to benefit from the learning process. *The role of program evaluation* is to develop information about the learning process and its outcomes for use in redesigning the instructional delivery process and fine-tuning it to improve its efficiency and effectiveness.

ASSESSMENT COMPONENTS

☐ Skills are learned fastest when learning itself is the primary focus of attention.

An assumption is made here that specified skills and knowledge are learned fastest when learning itself is the primary focus of attention. The dialogue between instructor or assessor and student—the foundation upon which assessment rests—helps center the learner's attention on the skills and knowledge identified as needs. *It is equally important, however, that the dialogue help the instructor understand why these skills and knowledge are valued by the learner in order to frame a relevant instructional context.*

A comprehensive student assessment process contains the following components with which to facilitate student learning:

- **Diagnosis.** (Appropriate placement .)
- **Monitoring student progress.** (Acknowledgement of progress and outcomes.)
- **Feedback.**.(Informing the learner and instructor, and creating dialogue between them concerning progress and program direction.)
- **Individualizing instruction.** (Facilitating fine tuning of instruction to make it meaningful and useful to the students.)
- **Program evaluation.** (Providing information the program can use to improve the content and organization of the educational program.)

☐ Assessment benefits from competency-based instruction.

Assessment and program evaluation are central to an effective instructional process; *this central role is further enhanced when the instructional approach is competency-based.*

The State of Florida, one of the leaders in developing competency-based education, stresses delivering vocational education in a guidebook for teachers emphasizing instruction towards attaining clear-cut, measurable competencies, and not on spending time in courses (seat time)to achieve passing grades.

To be consistent in facilitating these outcomes, assessment should produce useful information for the instructor, the student and the institution. A variety of assessment methods can be appropriate for adult migrant farmworkers, starting with self-reported, individual judgments and observations about the accomplishments of an individual.

Equally important is the demonstration of knowledge gained either through response to verbal or written tests, or through performance skills, measured at criterion-based levels. Each may provide desirable information.

Diagnosis

Assessment plays an important role in the diagnosis of skill development needs of the participants in a program. Assessment can also provide information about educational needs of groups of participants, but the primary focus of diagnosis is on the individual.

☐ The product of a diagnostic assessment is an outline of skills, and strengths and weaknesses.

The product of a diagnostic assessment is an outline of skills, and strengths and weaknesses, which together profile the complex individual who is the migrant and seasonal farmworker. The data developed during the assessment should provide a basis for the tailoring of an educational program to offer the best context feasible in which to work toward identified educational goals.

The quality of an assessment is a judgment based on the adequacy or comprehensiveness of the portrait of the individual's skills, the usefulness or relevance of the portrait for the instructors who are working with the learner, and the ability to translate the data, in a timely manner, into useful information for both instructor and student.

☐ Is the accuracy and richness of the information worth the effort in time, money and effect on participants?

Seeking quality of assessment poses the question: Is the accuracy and richness of the information worth the effort in time, money and effect on participants? Part of the answer to this question lies in the timing and accessibility of the data for the instructor and student, the relevance of findings from the assessment, and the purposefulness of their use.

The approach recommended to service providers and educators for initial diagnosis of learning needs entails a short and informal intake interview which is relatively easy to interpret for use in the instructional process. It provides a wide range of information, including:

- previous scholastic experience and demographic characteristics;
- student's interests and goals;
- factors likely to present barriers to learning;
- factors serving as strengths or advantages for learning;
- needs stemming from level of English and native language proficiency

An intake interview with a person of limited English proficiency should include assessment of oral and written English and math skills; similar assessment of native language ability; and identification of probable barriers to successful program completion.

A relatively short and informal diagnostic assessment interview is particularly appropriate for most adult migrant farmworkers. However, unfamiliarity with educational processes, and previous negative experiences in educational settings, may affect the quality of assessment.

☐ Diagnostic practices should not exclude the learner from participating in the educational process.

Since diagnostic information does not have to be developed all at once, *a series of brief and informal meetings between instructor and student may be more appropriate for farmworkers than a long, formal initial assessment.* Diagnostic practices should not exclude the learner from participating in the educational process.

Monitoring Student Progress

Monitoring student progress is another important role of assessment. Monitoring helps instructors and students identify achievements and their significance, and potential barriers to further progress with appropriate remedies.

☐ Useful assessment includes an applied *demonstration by the student.*

A mutually useful assessment includes an applied *demonstration by the student* of the knowledge and skills learned; the capability to relate new learnings to other appropriate contexts; and implications for further educational progress. *Information from an assessment is relevant for the learner, the instructor, and the institutional administrators.*

For adult migrant farmworkers in particular, assessment should include and address two overall needs:

- bolstering self-esteem and feelings of empowerment; and
- providing concrete information useful in directing their own learning in settings *outside* the classroom.

For the instructor, assessment of student progress provides new information which may be used to make the instructional context more meaningful to the student. For the institution, assessment offers information to help improve the design of the delivery of educational services.

❑ The ability to apply learned concepts to new contexts is important for adults.

Student progress is often measured through curriculum-based measures, using paper-and-pencil or keyboard-based input, with benchmarks set in terms of the curriculum module or unit mastered. *Because the ability to use and apply learned concepts to new contexts is so important for adults, both as outcomes and as a basis for the learning process, assessment should be oriented toward understanding the ability to apply newly gained skills.* It should also provide occasion for formal dialogue between the instructor and the learner about progress and goals.

Feedback

❑ Feedback is an important part of the process of monitoring student progress.

Feedback is an important part of the process of monitoring student progress. This may be particularly important to learners who are assimilating cultural practices along with educational content, such as migrant farmworkers. The educational experience helps to adjust horizons, to facilitate learners' awareness of potential opportunities, and to enhance their ability to make use of these opportunities.

These are attitudinal and behavioral changes which, when reinforced, can strengthen problem-solving, and reasoning and learning skills. Moreover, this element is central to the learner "owning" the learning process and being able to carry it beyond immediate instructor-student contexts. *Dialogue about these goals constitutes the feedback component of assessment.*

❑ Farmworkers have limited experience with the mainstream work culture and the American educational system.

For adult migrant farmworkers, such dialogue may be particularly crucial since many of them have limited experience with the mainstream work culture outside of agriculture and with the American educational system. Feedback serves as a vehicle for counseling, for offering needed support for continuous participation, and for an opportunity to inform individuals about their progress. The process also facilitates an understanding of their perspectives on these matters.

In adult instruction, test scores are often the primary vehicle for providing an on-going assessment of progress. Feedback to students consists of dispensing these scores together with a brief comment indicating praise/recognition or consolation. *This is one-way communication.*

While progress is equally important to the adult migrant farmworker, and test scores may be an indicator of progress, they do not reflect the value gained from participation in education programs. A farmworker, in particular, generally judges the value of participation in more immediate and practical terms; for example, a new job opportunity, added capability to travel from point A to point B, or to judge correctly the amount of wages received.

❑ Feedback means discussion of a student's attitudes, learning style and problem-solving approaches.

Feedback about learning progress and continuing skill needs implicitly means discussion of a student's attitudes, learning style and problem-solving approaches. To the extent that these issues can be discussed *explicitly*, the learner's assimilation into new work or social culture can be eased and the learning process enhanced. The importance of feedback is best realized where differences in understanding subtle problem-solving behaviors, and in improving problem-solving techniques, focus on how to look for errors and how to prioritize errors.

❑ The method and type of feedback are both personally and culturally sensitive.

Problem-identification and problem-solving skills seem particularly important for persons newly assimilated into U.S. culture, and who desire to try out new roles (as some of the migrant farmworkers do). A word of caution, however, that the method of providing feedback and the type of feedback are both personally and culturally sensitive.

Individualizing the type of feedback and the manner of its presentation is imperative. *An instructor may not be able to meet the needs of different learners by providing the same feedback in the same way to all adult migrant farmworkers.*

Individualizing Instruction

Assessment information should provide a basis for the instructor to tailor the instructional process to individual needs and perspectives.

❑ Farmworkers enter a learning environment with a range of strengths and weaknesses.

Adults engage in learning for a purpose, and are most highly motivated when what they learn seems to serve their purpose. Assessment of progress is especially useful when it can enhance the fulfillment of specified purposes. *This is a basic premise of successful educational interventions.* It is not, however, easy to accommodate in an environment which attempts to serve many clients simultaneously, as in classroom settings. Adult migrant farmworkers are motivated to learn for a variety of reasons, and they enter a learning environment with a range of strengths and weaknesses.

☐ Varieties of needs require varieties of responses to produce effective results.

Varieties of needs require varieties of responses to produce effective results. .In concrete terms, individualization (variety) is seen as the ability to control the following:

- the pace of learning
- the focus of learning and the content itself
- the level at which the content is presented
- the sequence in which elements of the content is presented
- the medium (or media) of presentation: print, visual, kinesthetic
- the type of learning support (amount of interaction with an instructor or aide, or the amount of skill or concept reinforcement)

Assessment provides information about the level of mastery of a skill or understanding of a concept, and also provides information on how to best facilitate learning.

ASSESSMENT CHALLENGES

☐ Student assessment often produces results which are neither believable nor reliable.

Student assessment can be burdensome for staff and participants alike and often produces results which are neither believable nor reliable.

It is a burden, in part, because of the inherent difficulty of measuring hidden competencies and needs; in part, because of the time it takes to evaluate or assess, and the emotional effects from participating in it. Few people enjoy being evaluated; few know how to use data from evaluations effectively or how to provide feedback which will be used constructively; and few trust evaluation data.

The point at which assessment is conducted, the type of assessment used, and students' familiarity with testing methods each contribute to making the process complex and its results susceptible to unreliability. Assessment is made easier and more reliable when an individual participant is the focus, and when assessment addresses the student's acquired knowledge and skills, and their practical applications.

When transforming the abstractions mentioned above into concrete matters, both educators and learners often encounter some or all of the following questions, which must be resolved:

- How much time should be spent on assessment?
- How can outcomes be measured in a meaningful way?
- What role do individual objectives play in assessment?
- What are acceptable standards of performance?
- How much emphasis should be placed on training program staff to assess consistently and effectively?
- What is to be done with all the information?

Each of these challenges is explored below.

❑ **How much time should be spent on assessment?**

How much time should be spent on assessment? This question examines whether assessment will drive clients away because they do not find it relevant to them and are frightened by it. A corollary of the question is: should learners be subjected to potential failure by being asked to tackle problems they can not address (as in power tests)?

The answer to this question, distilled from site visit discussions and information about assessment techniques in the literature, is that if the assessment is relevant to the individual, it will not be a deterrent.

❑ Something is relevant when an individual perceives that the experience represents something of value.

What is relevance? The answer is deceptively simple. In an educational context, something is relevant when an individual perceives that the experience represents something of value. This is enhanced especially when the assessment experience is presented in a helping and non-threatening way. The following factors must be accounted for before relevance can be determined:

- Assessment must address an individual's reasons for participating in a specific course of study or action.
- Extensive assessment is not necessarily relevant for all individuals participating in an educational program. Much depends on the purpose for undertaking instruction; for example, choosing to improve parenting skills versus learning an occupational skill. Assessment seems less necessary for the former purpose than for the latter.
- Both learner and staff must clearly understand and talk about the nature, purpose and function of the assessment process. Questions such as: what will it cost to do it, what will emerge from it, and how results will be used, need answering.for both the participant and the instructor. Understanding these pre-conditions will help produce more reliable results.

- The assessment process is usually an unfamiliar experience for the adult migrant farmworker. (Using a special pencil to blacken in squares on a numbered answer sheet may be discomfiting.) The student is concerned with the issue of whether to guess or not, and concerned with what the instructor will do with the information obtained.
- The uncertainty of being misunderstood may deter individuals from participation and may undermine the reliability of the information obtained (i.e., the individual may yield very different results under other testing circumstances). For many of the tests (especially language tests) it is recommended that they be administered after the learner is more familiar with the educational environment, its protocols and expectations.
- The assessment process should not seek to obtain information already available, or for a purpose not subscribed to by the learner.
- The adult migrant farmworker moves fairly frequently and can potentially participate in more assessment than instruction. Some may migrate before completing a course of study. Participation in repeated assessments, combined with an absence of measurable progress, is generally disheartening and may deter continuation in the program.

  In such cases, a more informal assessment approach, akin to counseling, may be used. When an individual indicates the desire to go beyond his or her current status, then the utility of more formal and elaborate assessment may be discussed.

❑ Site visit observations about assessment.

During visits to various program sites, certain assessment approaches were observed in practice that addressed some of the aforementioned challenges, and these led to the following observations by the Project Team:

- To prevent the assessment process from potentially *driving some students away*, the agency intake person conducts a brief and non-threatening interview, and assigns new learners to classes where instructors take over. A friendly, supportive, one-on-one introduction to the program may help build trust, confidence, and a feeling that the institution *cares*. Initial interviews may include a light exploration of potential obstacles to program completion, and may provide a basis for extending assistance, as appropriate.

- Personal information gathered about new enrollees using this practice is necessarily limited, but may be acceptable as a "trade-off" for keeping the initial interview from becoming threatening or overly burdensome to the enrollee. To extend the range of information collected, and still maintain a friendly and caring atmosphere, requires *trained and experienced counselors* that many agencies are unable to assign solely for intake and registration purposes.

- When it becomes essential that more extensive data be collected under more controlled and formal protocols, it may be worthwhile and timely for service agencies to consider the establishment of an "assessment center." This centralized activity may be staffed and structured to perform various related functions simultaneously, and to serve all students throughout their entire period of enrollment. Besides intake assessment, some of these additional functions would be to:

- identify and remedy learning deficiencies and disabilities;
- provide ongoing personal and family counseling;
- identify barriers to program completion;
- take referral actions for needed support services;
- assist in learning to learn and in applying new learnings;
- provide help in easing acculturation and assimilation processes;
- function as a centralized testing and certificating office.

- Another effective practice is more informal and provides benefits related to reaching out beyond institutional boundaries. In this approach, program intake staff visit the farmworker community members after hours at home or in the labor camps, become acquainted with the residents and take a general inventory of interests and needs, both educational and supportive.

☐ This practice may be effectively combined with the activities of outreach and recruiting.

This practice may be effectively combined with the activities of outreach and recruiting. Once enrollment takes place, the information is passed to instructors and counselors, and more formal assessments may be made. The latter may form the basis for beginning a "case management" process for each new student.

Two major concerns about this practice focus on the need for exceptionally well-trained, bilingual staff; and the potential for the informality of the process, at least in its initial stage, to miss important information such as learning deficiencies.

☐ **How can outcomes be measured in a meaningful way?**

How can outcomes be measured in a meaningful way? This question examines how to assess the comparison between educational needs and attainment in a manner which is meaningful to the individual and not limited to providing data on minimal skill levels.

As previously noted, the optimal learning context for adult migrant farmworkers is likely to be problem-solving centered and show immediately understandable outcomes. This would suggest a competency approach toward assessment, which seems to fit each criterion, and is a process students can understand with less frustration.

Defining and establishing priorities among competencies, being able to use the assessment approach to understand problem-solving methods, and attitudes toward learning and working are major concerns. Competencies will be limiting if they do not relate to the individual's world or are merely minimum competencies, not ones the student values as outcomes. Again, the information has to be set within the cultural context of the learner to understand the level of performance.

Ideally, the assessment will go beyond the development of a base level score, and will shed light on contributory factors such as: self-image as a learner, particular deficits, and lack of attention to one part of a problem because another part is more culturally familiar.

☐ **What role do individual objectives play in assessment?**

What role do individual objectives play in assessment? This question addresses whether it is appropriate to tailor measurement objectives to individual goals and interests. The dilemma is one of how much information should be collected; how broad a base of information is needed or desirable when learners state their occupational choices as, for example, cosmetician or construction worker?

☐ It is important to anchor instruction to where the student is.

The research notes the importance of anchoring instruction to where the individual is, and that instruction is likely to be more successful if it is perceived as functional by learners. This view, however, presumes that an individual is firmly attached to a given set of objectives or goals, which may not be the case.

An adult migrant farmworker, with limited knowledge of alternative occupations and the skills and abilities required to perform them, is more likely to consider an objective or goal that is perceived to be within his or her capabilities.

☐ Assessment is as much counseling and values clarification as it is collection of objective data.

Assessment is as much counseling and values clarification as it is collection of objective data. While individual goals and objectives may be provisional, a values orientation or clarification process can indicate how aware individuals are of alternatives, and how firmly attached they are to nominal goals. Recognition of current skills and abilities, self-concept as a learner, and the ability to learn new skills may be as important to the farmworker population as compiling basic information on their ability to read, write and compute.

The onus is placed squarely on the organization to provide counseling for individual career and life development. Basic information on current levels of reading and math ability are then appropriate for reflecting an individual's current capabilities and for projecting directions in which to proceed with instruction.

☐ Assessment may be viewed as a concomitant part of the learning process and not necessarily as precursory.

Assessment may be viewed as a concomitant part of the learning process and not necessarily as precursory. Initial placement in classes (since the number of classes is likely to be limited) is less troublesome than understanding what the individual already knows about a topic under study. Initial placement in classes can be accomplished with a minimum of assessment information if sufficient discussion and counseling is possible.

An individual's objectives suggest class or learning topic appropriateness; an individualized approach within a class (a contract, for example) can interrelate counselor, job developer and instructor information with students' interests to indicate assessment information needed and how the information is to be used.

The result of such an individually based assessment approach is a *portfolio* describing the individual in terms of skills, goals and implications for successful learning strategies. The function of the *contract* is to promote clarification of the nature of the instructional goals and of the processes between teacher and learner.

☐ Its aim is to show learners what they need to do to reach clearly identified objectives.

Assessment is *formative* in that it provides a forum for exploration of options and information on specific needs requiring attention. *Its aim is to show learners what they need to do to reach clearly identified objectives.* Later in the process it also serves to identify and measure changes, and their importance and meaning for learner and teacher. This role, in particular, is important for many adult migrant farmworkers, who must *build capabilities at the same time as self-esteem.*

❑ **The frame of reference tends to be the subgroup with whom they live and work.**

Differences in geographic regions and among farmworkers; for example, single versus family workers, are important. Family workers may live in migrant camps and stay there for longer periods of time. Single and unaccompanied workers may live in a variety of informal settings and remain in one place for shorter periods. The frame of reference, however, for both family and single workers, tends to be the subgroup with whom they live and work.

In many cases, the same subgroups return to work on the same farms each year, and travel with members of their extended families. These conditions yield special implications bearing on assessment:

- The types of skills which are assessed affect perceptions of ability levels.
- The type of assessment utilized (written or oral; hypothetical or practical) affects skill level estimates.
- Information provided to learners about the assessment, and feedback about its results and meaning, is likely to affect skill level estimates.
- The points at which assessment is conducted are likely to affect skill level estimates.

Measurement objectives need to account for the characteristics of the population as well as individual objectives. Migrant farmworkers bring with them a pattern of migration which affects their participation in educational settings. Assessment for them takes on a special burden: it should facilitate their involvement in the educational process and not serve solely to provide documentation.

❑ **What are acceptable standards of performance?**

What are acceptable standards of performance? This is a question applying to both *formative* and *summative* assessment. In a *formative* context, it is stated as: If one completes a math module with 75% correct score, is that sufficient or should it be 90 or 100%? How does the issue of transferability to other contexts come into play? In a *summative* context, the question becomes: *How much of a gain represents significant learning?*

With respect to individual ongoing performance (the *formative* context) the issues involved are the related ones of validity of the measurement device and the reasons underlying the scores' departure from 100%. The benchmark for performance is essentially the ability to use the skill reliably and appropriately in different contexts. An individual who needs to understand how to get from point A to point B would no doubt wish to be able to do this efficiently 100% of the time. Reasons for not doing so might stem from:

- insufficient skills, (e.g. not having sufficient language acquisition to ask or understand directions);
- adequacy of learner's attention to the task or task elements, (e.g. misunderstanding the importance of a direction to turn off an exit ramp);
- inability to make use of a known skill, (e.g. how to develop a sufficient orientation to new areas prior to taking a trip in order to understand the reference points people are likely to mention);
- insufficient and inappropriate information or material, (e.g. a sufficiently detailed map; knowledge that the same town may be in different counties);
- not remembering skills;
- lack of practice in relating the skill to a different context, (e.g. traveling on the road as opposed to tracking on a map).

To some extent, an appropriate level of performance has to do with the reasons underlying the errors, the conditions under which mistakes are likely to occur, and the level of tolerance for mistakes.

❑ The benchmark for assessment should imply some real world test of learned skills.

Many of the underlying reasons listed above indicate particular learning deficits: some of these are language acquisition issues; some are related to the assimilation of foreign-born persons into the American culture; others to problem-solving approaches, which may need to be adjusted for travel in the U.S. on fast-moving freeways with few towns available at which to ask directions. The benchmark set for assessment should take into account the reasons underlying success and failure, and should imply some real world (or simulated) test of learned skills.

In the *summative* context, a benchmark for learning generally has been assumed to be one grade level in a subject for each 100 related instructional hours. This is for the median performance of the class as a whole as well as for any individual within it.

This benchmark is troublesome, however, for at least two reasons. First, because grade level is not necessarily related to ability to use the skill in a real-life context. Secondly, because an adult may possess some of the skills associated with grade level, though not all, and this is likely to lead to either under- or overstating learning gains.

This is where individual objectives come into play. Complex though it may seem, in a *summative* context, the comparison of benchmarks between entry and exit is a comparison of a profile of an individual at both times. Thinking of the profile as a *portfolio*, its minimum contents would be skills, competencies, interests and attitudes. Language and basic skills test scores may be part of the portfolio, as well. They suggest gains, but do not take into account the individual's ability to use skills outside the test context, nor the ability to make lifestyle adjustments.

❑ **How much emphasis should be placed on training program staff to assess consistently and effectively?**

How much emphasis should be placed on training program staff to assess consistently and effectively? While the subject of staff training is considered frequently, it assumes primary importance when discussing the administration and interpretation of test scores. Even criterion-based performance tests are known to recognize different levels of response as "competent," (for what appears to be the "same" skill), depending on the assessor and the particular objectives of the program.

Given these testing inconsistencies, the limited staff time available, and the shortage of staff or frequency of turnovers, the question becomes: How much effort should be made to train program staff to conduct assessment?

❑ The reliability of test scores is partially dependent on the testing techniques used.

The reliability of test scores is partially dependent on the testing techniques used. To obtain maximum results, directions should be explained in language which the learner understands; a comfortable physical environment should be available; and an explanation of the nature and utility of the assessment should be provided to promote understanding by the learner.

For these, and other reasons, psychometricians and evaluators enthusiastically support the training of test administrators. The question of training program staff, however, is complicated by constraints on staff time and resources. It is complicated further by the difficulty in acquiring and retaining good instructional staff for adult migrant farmworker education programs.

An answer to the question is to examine carefully the role assessment plays in instruction. If the premises proposed earlier are accepted, to wit:

- assessment is a part of and not a precursor of instruction; and
- instruction and assessment are both structured to entail extensive one-on-one counseling; then

- training staff in administering and interpreting assessment is primarily counseling.

❑ Time specifically dedicated to staff development is rare in adult educational settings.

Training in counseling, identification of problems experienced in assimilating into other cultures, identification of learning issues and how to address them, and identification of barriers to program participation and how to address them, are all central to learners' successes. *How to administer a specific test reliably is important; when and why it should be administered, and what it tells beyond the instructor's clinical observations, are equally important.*

Time specifically dedicated to staff development and problem solving is rare in adult educational settings. However, these professional activities are likely to make an important contribution to achieving effective program outcomes. They can serve to re-focus the instructor's attention on the learner's unmet needs, and on the implications of instruction on the learner's performance outside the classroom context.

❑ **What is to be done with all the information?**

What is to be done with all the information? Student assessment generates a great deal of information; each piece helps to create a more complete picture of an individual and of a program. A primary rule-of-thumb for data collection is: *If you are not going to use it, do not collect it.* It wastes valuable time and energy, and does not benefit either the student or the program unless effectively applied. What does this mean?

❑ **If you are not going to use it, do not collect it!**

Many adult migrant farmworkers leave a program before achieving their goals. They may, however, return to the program in subsequent months or years. An effective program can facilitate this prospect by adopting the following practices:

❑ Keep ongoing records of the student's attainments, strengths and continuing needs.

Keep ongoing records of the individual's attainments, strengths and needs. This procedure is aided by the use of a computerized database, but it can also be accomplished with a manual filing system. Such recordkeeping is beneficial for the following reasons: the student's learning program can be activated immediately upon re-entry; it promotes a positive relationship with the student by demonstrating an interest in and concern for his or her history and achievements; it documents the student's evolving insights on growth, orientation and goals, approaches to problem solving, and patterns of skill development which may assist in instruction.

❑ Interpret the information collected and provide direct feedback about it.

Interpret the information collected and provide direct feedback about it.Assessment is a potential wedge in assisting farmworkers to explore further educational, personal enhancement, or career training programs. It represents a considerable expenditure of time and energy on the part of both the assessor and the student and, to be most effective, should culminate in direct, positive, constructive and timely feedback.

❑ Self-esteem is as important to adult migrant farmworkers as it is to other people.

In assessing, care should be taken to avoid fostering a sense of failure on the part of the student or complacency on the part of program staff. *Self-esteem is as important to adult migrant farmworkers as it is to other people*. Many are school dropouts, or have had unsatisfactory educational experiences. They are unsure of their ability to progress in an educational program; and frequently feel too old, or trapped in their way of life, to undertake previously unrewarding challenges.

A useful way to facilitate the educational process is to express confidence in the student's ability to learn by building upon previously acquired skills; to reaffirm how these skills have been useful in the past; and to recognize and commend the progress he or she has made in meeting previous goals and in setting new ones.

❑ Individuals' performances provide important data for refining a program.

Use individual data as a starting point for program assessment. Information gathered through the assessment process about an individual's performance and participation in any given program provides an important basis for refining programs, and the recruiting efforts which are a significant component of them.

The data often illuminate unmet needs which present a barrier to the student's participation; it may also reveal that specific staff support services are needed in order to address particular problems or concerns; for example, help in reducing stress due to assimilation, in determining career skills needs, or in integrating language and math skills into functional competency arenas.

While it is not prudent to apply assumptions gleaned from an individual assessment profile to an entire group of potential or actual program participants, the data does provide a valuable starting point for discerning patterns in the target population and, therefore, a basis for determining allocation of both human and financial resources.

ALTERNATIVE ASSESSMENT PROCESSES

❑ Migrant farmworkers have little test-taking experience.

Many adult migrant farmworkers come to an educational setting with little test-taking experience and an unfamiliarity with "school procedures." The question then becomes one of choosing assessment techniques most appropriate for this population, and which will be perceived by the participants as valid, thereby helping to motivate them to perform well and think positively of the experience.

Based on a description of the general educational needs of the farmworker population, the following are of primary importance, in terms of competency or skill acquisition rather than grade level:

- Selected measurement techniques are problem-centered.
- Items are framed in concrete rather than hypothetical terms.
- Procedures for participating in the assessment are straightforward and unambiguous.
- The information obtained is relevant and purposeful.

❑ A low level of English proficiency is an impediment to test-taking.

Even in cases where administering a written test is warranted, a low level of English proficiency is an impediment to test-taking for many migrant farmworkers. Selection of assessment tools using criteria specifically aimed at facilitating performance by those who are limited in English proficiency is very important. Examples of these criteria are:

- Uses graphics and illustrations as well as text modes to present a concept;
- Provides clear spatial arrangements of text and drawings;
- Has simple descriptions of the steps entailed in basic operations;
- Provides realistic and concrete examples;
- Employs active voice and simple sentence structures;
- Uses standard vocabulary;
- If establishing relationships among concepts is important to the assessment, then it employs concrete representation of those relationships;
- Uses content which is culturally sensitive and linguistically responsive to the learner.

No less important as considerations in deciding what assessment instrument to use are the level of content, length of time to administer, and utility of the results.

The best way to address the question of which instrument to choose, however, is in terms of the purpose of the assessment. Is it placement, progress, documentation of outcomes, and analysis of institutional contribution to outcomes?

❑ Three main types of assessment processes are criterion-referenced, normed tests and competency-based.

In the following discussion, we indicate criteria for each of these purposes, and identify strengths and weaknesses of each. The three main types of assessment processes are *criterion-referenced, normed tests and competency-based* approaches. We have included informal measures as well, since a many assessments of adult migrant farmworkers end as informal discussions (counseling).

Criterion-referenced Tests. These refer to performance assessments judged on the basis of a predetermined benchmark for acceptability or utility. While criterion-referenced tests generally appear attractive for this population, since they are often problem-oriented.

Normed Tests. These refer to performances judged in relation to how other individuals perform on similar items. Normed tests may be useful in order to refine benchmarks of skill mastery, and to document overall and specific user performance.

Competency-based Tests. These refer to performance judged on the basis of ability to perform fundamental life or vocational tasks. Assessment includes both mastery and functional competency concerns and, depending on the objective of the individual, minimal skills in a certain area may not be sufficient, so all three types of tests (and informal assessment, as well) may be relevant.

References. A number of references describe assessment tools for use in adult basic skills education programs. The Division of Adult Education and Literacy, U.S. Department of Education, has published a digest of methods used in evaluating adult education. Kentucky's State Department of Education, in conjunction with Morehead State University, developed a state-wide institutional self-assessment tool focusing on instructional content. The California State Department of Education, CASAS, and San Francisco State University collaborated to provide a similar institutional inventory for adult basic education and Amnesty Education program classes.

New York's State Department of Education prepared a *Source Book for Evaluating Special Projects in Adult and Continuing Education*. This comprehensive document summarizes scheduling and administrative procedures, necessary program staff training, factors influencing program effects, provides sample forms for obtaining information from program participants and for use in evaluating staff development workshops.

☐ None has been developed with adult migrant farmworkers in mind.

No specific instrument is recommended, as *none has been developed with adult migrant farmworkers in mind*, nor normed for this population, and each possesses strengths and weaknesses. *Moreover, adult migrant farmworkers are not a homogeneous group*. There is a range of variation among them that should be taken into account when selecting the assessment approach.

Most program sites that were visited incorporate migrant farmworkers into classes with other participants, and use the same assessment tools for all students (usually the *Test of Adult Basic Education* (TABE), *Adult Basic Literacy Education* (ABLE) or *Comprehensive Adult Student Assessment System* (CASAS).

Under these conditions, adult education practitioners need to understand how to gauge the strengths and weaknesses of different approaches for assessing adult migrant farmworkers. The *Description of Selected Tests* in this section provides a review of the most commonly used assessment instruments.

SUMMARY

☐ Program impact is especially difficult to assess with farmworkers.

The issue of program impact is especially difficult to assess with adult migrant farmworkers. They may not remain enrolled in a program for enough time to make traditional measurement tools valid, and they may leave before standardized measurement tools can be applied. The difficulty in using traditional impact assessment tools is compounded by the following factors: few tools are geared to adult learners who are functioning at very low levels of literacy, who work in atypical occupations and who live in unusual circumstances.

☐ Emphasize learning as life-based and not program-based.

The approach taken in this study is to emphasize learning as life-based and not program-based. One course of study is a wedge that opens a door to life-long learning potential, and any measurement tools have to support a *portfolio* approach to assessment.

- ☐ Provide both learners and instructors with an instructional anchor.

The rationale for recommending the *portfolio* approach to assessment is based on the individual nature of learning for adult migrant farmworkers. In essence, the controlled documentation of a series of comprehensive interviews that build a record of needs, attainments, crosswalking skills and competencies. The point of the record is to provide both learners and instructors with an instructional anchor, to give direction to the learning process, and to illustrate the relationship of learning to progress in achieving life goals.

The two program sites visited that offered individual learning plans used the portfolio approach with their clients. At some sites, this approach was used in individual classes, or in partial form as an output from computer-based instruction, but only for basic skills. Most program sites used the TABE and curriculum based measures as indicators of gained basic education skills, and the CASAS Listening, ESLOA tests and curriculum based measures as indicators of gained language proficiency.

In some instances, migrant farmworkers were available to be tested, but had moved on before learning the results; in other instances, these students were not available to take the tests.

Separating Language Proficiency From Skill Development

Most programs visited did not integrate ESL and basic skill instruction. Two competency-based programs did integrate them (the Migrant Center at BOCES-Geneseo, New York, and the Center for Employment Training in California).

- ☐ Learning deficiencies were addressed in a holistic approach.

Advantages to the learner of the integrated programming were evident in the way students proceeded to accomplish their personal educational and vocational goals concurrently, and the way in which learning deficiencies were addressed in a holistic approach. A disadvantage was that a general plan for achieving at least minimum overall proficiency with language and in basic skills at the same time was not articulated and tended to become lost. Only those skills immediately relevant to the competency in focus tended to be addressed.

Programs that separated improving language proficiency from basic educational skills did have models for minimum academic competency standards in ESL and basic skills, but often these competencies did not relate to each other, and were not integrated. In this situation, learners emerged with some academic skills and some language skills, but the ability to apply academic skills to their lives outside the learning environment may have been diminished.

☐ One program offered basic skills in the student's language of preference.

Only one program systematically offered basic skills in the *student's language of preference*, and taught English as a Second Language (ESL) separately. The rationale behind these offerings was student driven. Their clientele was predominantly adult migrant farmworkers; the season they attended was short and interrupted, and there was no time to sequence instructional strands.

PART TWO

Part Two of the Student Assessment Section consists of detailed, descriptive information about learning plans, tests, tools, measures, checklists and other program applications intended to help practitioners of Adult Education meet the basic education and literacy needs of the migrant farmworker population.

DESCRIPTION OF SELECTED TESTS

☐ Tests of Language Proficiency

- **Basic English Skills Test (BEST)**

Publisher: Center for Applied Linguistics

Time: oral interview takes approximately 10-20 minutes

Designed for low language proficient non-native English speakers. The test has two sections: oral proficiency and literacy. Oral proficiency is tested using an interview approach which assesses pronunciation, comprehension, communication, and fluency. Scoring is performance-based. A few reading and writing items are included. Literacy test section focuses on reading and writing skills in more depth.

- **CASAS Listening Test**

Publisher: California Department of Education

Time: can be administered individually or to groups

Listening test is used to assess passive or receptive comprehension for placement in ESL classes; does not assess the speaking of English or interactive comprehension of oral English.

- **English as a Second Language Oral Assessment (ESLOA)**

Publisher: Literacy Volunteers of America

Time: individually administered, approximately 10-15 minutes

Measures non-native English speakers' proficiency in following directions and using specific English patterns and basic vocabulary.

- **HELP**

Publisher: Alemany Press

Time: individually based

Targeted for students with very basic level English skills to identify literacy and oral levels and to facilitate placement. Scoring is based on ability to communicate rather than on grammatical structuring.

- **New York State Placement Test (NYSPLAC)**

Publisher: New York State Department of Education

Time: 15-20 minutes

Targeted for students with very low basic level English skills to identify oral and communication proficiency in order to facilitate placement.

❑ Tests of Basic Educational Skills

- **Adult Basic Learning Examination (ABLE)**

Publisher: The Psychological Corporation

Time: unknown

Oriented to skills taught in grades 1-12. Two equivalent forms allow pre- and post-testing. A locator test is available to match the learners' skill levels to the appropriate test level.

- **Comprehensive Adult Student Assessment System (CASAS)**

Publisher: California Department of Education

Time: depends on the test

The reading test and math tests are used to assess a learner's ability to apply basic skills to life problems. Performance is criterion-based. Multiple forms with score ranges correlated to SPL I-VII. Also appropriate for adults with disabilities.

- **Test of Adult Basic Education (TABE)**

Publisher: CTB/McGraw Hill

Time: 4-5 hours

Oriented to skills taught in grades 4-12. A locator test is available for matching learner skill levels to test levels. Students with skills below grade 4 will find the test difficult.

- **Wide Range Achievement Test (WRAT)**

Publisher: Jastak Associates, Inc.

Time: 5 minutes; administered individually or to groups

Scored by hand; takes less than 5 minutes and yields percentile and standard scores; useful for diagnosing learning difficulties with mathematics

❑ Sources Used in Reviewing Tests

- Business Council for Effective Literacy (BCEL). *Standardized Tests: Their Use and Misuse*, Publication No. 22, January 1990.
- Sticht, T.G. *Testing and Assessment in Adult Basic Education and English as a Second Language*. Paper prepared for the U.S. Department of Education, Division of Adult Education and Literacy, January 1990.
- U.S. Department of Health and Human Services. *Guidelines for English Language Training (ELT) Programs*, MELT Work Group, December 1988.

DEVELOPMENT OF LEARNING PLANS AND PLACEMENT ASSESSMENT

Once an individual has expressed interest in improving basic skills, an assessment to determine current skills levels can be made that will facilitate a successful learning program. What skills should the learning program include in order to be most useful for this person? What entry level would be most beneficial? How can a new learner be made to feel at ease? Appropriate considerations are:

- skill needs
- current skill levels
- unexpected skill gaps
- learning strategy issues
- learning disabilities

Placement is the best time to anticipate program exit results by fostering long term goals, realistic expectations of what the individual can achieve during participation in the program, understanding benchmarks for success, for identifying levels of confidence in ability to apply gained skills and concepts, and for developing an understanding of likely barriers to successful continuation, and appropriate program resources to assist them. These are based on:

- Areas and degrees of self-esteem as a learner, and level of confidence in the learning process.
- Learning goals, interests, career orientations, and expectations for learning outcomes.
- Learning style preferences.
- Previous experiences in educational contexts; how they have worked and not worked for the learner.

Characteristics of the educational context may impede participation. Eliciting expectations about barriers to successful program participation and development of strategies to address them may be of key importance for understanding why learning is progressing as it is with the student, and to facilitate outcomes. Support services such as counseling, inter-agency referral, and job development are often essential to the participation of limited-English proficient adults in educational programs. This entails discussion of:

- Time constraints on the learner.
- Family and community obligations.
- Financial responsibilities (and potential expiration of employment or unemployment benefits).
- Lack of knowledge of available community and educational services.

Different techniques and tools are used to elicit information. A discussion of various approaches, as they pertain to adult migrant farmworkers, follows:

Self-Assessment

Method. A structured oral interview for program placement with a counselor/job developer conducted partly in English and partly in the language of choice. Time: 30 to 60 minutes.

Appropriate Students. All learners upon entry into the program.

Topics. Language, previous educational experience and background, work history and goals, personal interests and goals, attitudes toward oneself as a learner (and self-concept), learning characteristics (rate, style, motivation), skill strengths and needs, financial status, support system (families, friends, etc.), barriers (transportation, health, attitudinal, motivational, etc.), source of any resistance (e.g. fear of the unfamiliar, fear of failure, fear of getting stuck in a particular learning or job track, family or peer pressure.)

Description and Purpose. A brief interview with a counselor focusing on personal goals, interests, and abilities of the learner. No notes are taken during the interview. A report is completed after the interview, and a copy is given to the learner and discussed during subsequent progress evaluations. The interview forms part of a goal setting process. It is also useful for helping the student become aware of other educational and career possibilities with their attendant skills.

Strengths of the Approach. It is an student's own report of orientation toward school, and to the extent the interviewer can build a rapport with the student, the student is the best informant. Moreover, it is an opportunity to welcome the individual as a person, then as a learner, and help him or her adjust to what may be a new role. It also serves to establish the institution or agency as a personal resource.

Weaknesses of the Approach. The report may not be an accurate representation of learners' abilities or experiences. Inaccurate estimates of students' self-appraised skills may contribute to incorrect perceptions of the learners' real goals.

Aptitude Measures for Placement

Method. The learner is asked to perform a real-life sample task, either orally or written, with the help of the counselor, in the language of the student's choice. Time: 5 to 7 minutes.

Appropriate Students. Students desiring basic skills classes who may have very low skill levels and/or have limited educational goals.

Topics. Language, reasoning and math in a context of reading a check stub or a class schedule and describing what it means, or interpreting the story a photograph depicts.

Description and Purpose. This is a very small sample of an individual's ability to perform a functional task involving basic reading and math skills. If the task is carefully chosen, the result is a more accurate placement of an individual within lower level basic skills classes. The small sample of reasoning and analysis can suggest whether language, skill needs, assimilation issues, or problem-solving and reasoning issues are of primary concern.

Strengths of the Approach. This is a short and easy task which can generate additional discussion about goals and interests in undertaking learning. By explaining why the task is presented and identifying the results, a learning-centered rapport can be facilitated which draws the individual into the education process. It is most appropriate for the individual who speaks English as a second language, who has had some but not much formal education, and who is more interested in parenting or another limited educational goal than someone who is committed to a more extensive education.

Weaknesses of the Approach. The task designed can be inappropriate and turn the person off unless it is presented appropriately (e.g. perhaps as a routine educational entry procedure). Results can be misinterpreted because of particular values the learner holds which are not shared by the test administrator. Shyness may also inhibit response. In addition, this technique does not provide a good basis for analysis of learning gains.

Skills Tests

Method. A standardized test, administered by a counselor in a skill, career and personal exploration context. A criterion-referenced or competency-based test represents a problem-oriented approach.

Appropriate Students. Students engaging in educational development for the G.E.D. secondary education or career-related purposes.

Topics. A verbal section usually measures the ability to use language to recognize meaning, conduct error analyses and causal analyses. A math section measures the ability to perform basic math operations and operations needed to function successfully in society, e.g. use of fractions, decimals.

Description and Purpose. This technique provides an in-depth examination of a students' skill levels and needs in academic and functional arenas. It is useful as a basis for program impact analysis (a pre-test for an individual), as well as serving as an indicator of particular skills a student has mastered.

Strengths of the Approach. This approach is more accurate than the critical incident approach in identifying individuals with good reasoning skills but poor verbal skills. It can target individual skills on which the person needs to focus and can serve as the basis of development of an educational plan with the student.

Weaknesses of the Approach. This approach generally relies on paper and pencil--in the verbal segment, which may be a problem for some students with good reasoning and math skills but poor reading and writing skills. The approach may also be associated with measurement error as a result of cultural bias or because of poor correlation between performance measures and academic or vocational success. Performance on individual tasks or problems may not be related to the ability to learn quickly or to solve real world problems in real life situations. Yet real-world coping skills are substantial elements of farmworkers' goals and the strengths some may bring to the learning process. One approach to addressing this problem simulates a context within which to measure skill performance. Work samples are examples of this; they combine skills education and employment training.

Work Samples

Method. Participation in an extensive assessment process administered by a counselor or job developer trained in the process. Time: up to 3 hours.

Appropriate Students. Students preparing for careers or interested in changing careers or involved in career exploration and development.

Topics. Specific math, reading, mechanical, and coordination aptitude.

Description and Purpose. Structured opportunities to practice some of the basic skills required by a particular job (such as cooking/baking, office practice, heating/air conditioning). Some are specific occupation oriented; others abstracts skills required for specific job families. Performance on a battery of increasingly complex tasks, is assessed to allow the counselor to identify likely compatibility with specific job types.

Strengths of the Approach. Use of work samples may minimize contamination from verbal weaknesses while providing more accurate information on students' interests and aptitudes. May provide a way to test out interest in different career contexts.

Weaknesses of the Approach. Tasks or task procedures are often unfamiliar to individuals not raised in the United States or who do not have much experience with mainstream culture. If tested too early in the educational process, therefore, these individuals may find they show no or little aptitude for arenas that they may in fact be good at. This is also an expensive assessment approach in terms of materials, training, and time involved in the assessment.

SUMMARY OF PROGRAM DEVELOPMENT AND PLACEMENT ASSESSMENT METHODS

Placement is perhaps most sensitive to the differences between migrant farmworkers and other population groups (e.g. differences in cultural orientations, previous experiences, and individual goals and interests). In the sites visited, disparate approaches were used. At two sites (in New York State and in California), individual learning plans were designed, and assessment was individually based.

At the Migrant Education Center of the Board of Cooperative Educational Services (BOCES) at Geneseo, New York, for example, learners desiring the General Education Diploma (GED) were assessed using the *Test of Adult Basic Education* (TABE), while students desiring increased literacy skills for parenting and other life concern areas, participated in informal oral assessment. Students desiring formal ESL classes, participated in class-relevant and assessment using curriculum-based measures. At the Center for Employment Training (CET) in California, no pre-entry assessment is used. In-take interviews lead to development of an individual learning plan based on career goals, and basic skill needs are addressed within the occupational context.

These programs have developed their own indicators of language proficiency and basic skill needs (although they also used standardized measures, depending on students' goals), and during initial placement expectations for learning outcomes and barriers to participation were addressed directly. Staff in both programs, however, also indicated that few assessment techniques appropriate to the adult migrant farmworker with skills below fifth grade were available.

Other sites visited used a variety of tests in combination with a brief, general skills-oriented interview, as their approach toward placement or assessment. Few focused discussion on long-term goals and how current learning activities fit in, or on barriers to participation.

The reason: few were set up to accommodate different learning programs based on these criteria.

Among the tests used for placement were, for language proficiency, an adaption of the ESL Oral Assessment (ESLOA) and the CASAS Listening Test. Personnel using them stated that each of these gave an indication of the proficiency level of a student, but were not really useful for placement; they were not diagnostic and not directly relevant to the design of the programs in which they were used. Among the tests for placement in basic skills learning programs were the TABE Locator Test, the ABLE, and CASAS Test of Basic Skills. None of these was seen to be particularly appropriate for learners starting at the low skill levels (in one program about grade 2.3), for learners oriented toward very particular solving life rather than academic problems, or for learners not familiar with this culture. But program personnel saw no alternative, given need to document progress of students in their programs.

TOOLS FOR MONITORING PROGRESS

Over the course of the learning period, measurement of progress provides both a motivational and a heuristic tool. Motivation is enhanced when individuals can see progress toward goals they value. These issues parallel those of concern during program placement:

- Basic and higher order skills/concepts mastered.
- Basic and higher order skill/concepts needs.
- Problems in learning particular skills/concepts
- Problems in applying learned skill/concept.
- New learning strategies acquired.
- Problems identified related to learning strategies utilized.
- Changes in attitudes related to utility of gained skills or knowledge and ability to apply learning outcomes to different life situations.

At times when progress is noted, an individual may be receptive to examining how they incorporate learned skills in their strategies for solving concrete problems, indicating willingness to consider new risks in career or life development. Analysis of learners' progress is not an activity that can be routinely consigned to test administration and scoring. Progress analysis is something to be conducted at regular intervals during program participation, with dialogue and feedback on issues that are relevant to the curriculum and personal goals. The following discusses different approaches to measurement of progress.

Individual Performance Objectives

Method. Use of learning plans developed during the intake interview to indicate relevant benchmarks. Benchmarks are then checked off in consultation with a counselor, after preliminary tasks have been completed satisfactorily.

Appropriate Students. Students participating in career awareness or other educational contexts not centering on academic skills.

Topics. Checklist based on individual objectives for performance.

Description and Purpose. Learning plans developed are generally based on job or occupational analyses. Objectives included should be sequenced (based on mastery of pre-skills) and stipulate the precise nature of the output required and how it is evaluated (e.g. what one would see if the benchmark were reached). The assessment approach generally emphasizes either competency or knowledge. In competency-based assessment rating scales are applied to behavior (problem solving, body position, or some other unobtrusive indicator of performance). For assessment of knowledge, rating is made relevant to demonstration of the basic math and reading skills that are central and essential to the task, for example, adding fractions of inches to calculate an amount of needed material.

Strengths of the Approach. One of the primary benefits is that progress is made meaningful to the student. Another is that progress, being within the context of movement toward a specific goal, is relatively easier to define and measure. Student and counselor have worked together to develop the learning plan to represent something meaningful to the student, progress toward being able to obtain or be promoted within a certain type of job.

Weaknesses of the Approach. The level of performance is not measured competitively, thus the meaningfulness of progress may not hold up outside the classroom, unless the benchmarks are carefully crafted. Additionally, to the extent that time between benchmarks may be uneven, so that an individual makes a lot of progress at the beginning (one point) but little progress in the middle (another point) or toward the end of the learning cycle, the process may actually retard feedback and learning. Long periods without the ability to show progress undermine motivation.

Performance Tests

Curriculum-based Measures

Method. Use of summary tasks or tests (i.e. unit tests), developed by the designer of the curriculum in use, to establish the level of performance necessary to proceed to the next module or unit. Commercially published texts or computer-based curricula tend to provide these instruments. Instructors also have developed their own.

Appropriate Students. Those participating in the relevant academic-based program.

Topics. Topics covered in the curriculum unit placed and their application in relevant contexts.

Description and Purpose. After individuals have worked on topics grouped under the same concept, and/or think they are ready to move on to another topic or another level, they often take a test on the material they think they have mastered. This test may be slightly more advanced than the practice items they have worked on to date, but is closely and explicitly related to the curriculum on which they are working. Results from taking the test indicate the level of mastery and the particular problems the individual had in taking the test (problems missed and where the curriculum covered the concepts underlying those problems). The individual can then specifically target needed remediation.

Strengths of the Approach. The assessment specifically addresses the material learned, thus it is likely to be fair. In so doing it also provides another chance to practice learned skills, identify problem areas, and indicate how to work on them further. The student, by this time, understands the procedures for taking the tests and for performing well (e.g how to answer the questions and whether or not to guess); thus test design and content are not likely to interfere with level of performance. By being closely connected to the instructional approach, it can generate more information about individual interests, strengths and skill needs, and do so more easily, than external assessment instruments. If, in so doing, these curriculum based measures serve to generate naturally learner-instructor communication, the instrument or measures are performing another important function.

Weaknesses of the Approach. Unit tests are more likely to be drill and practice oriented than problem-solving or reasoning oriented. They are also unlikely to test the ability to apply skills learned to life or work contexts. Understanding how the learned knowledge or skills relate to previous learning, and ability to use the concepts or skills in concert with each other, should be part of the test of mastery. Since the measures seem part of the routine of instruction, an additional problem is the temptation not to make full use of the outcomes and the danger that test scores become the major vehicle of feedback. For this population in particular, that would be unsatisfactory and ineffective.

The Simulation Approach

Method. Use of In-basket and other simulated-performance techniques to indicate whether the individual can apply the learned skills and knowledge to new situations. Time: one to two hours.

Appropriate Students. Those involved in skills development for reasons related to career development, educational development, or development of better life skill strategies. It is usually reserved for applying high level management skills, but is not exclusively for this purpose.

Topics. Topics include basic math, language, communication, reasoning and problem-solving skills embedded in a problem that is relevant to life outside the classroom.

Description and Purpose. This is either a computer-based or assessment center-based approach. Simulation necessitates a trained test administrator and special materials (or specially developed computer program). The purpose is to test the skills developed, in a new and relevant setting. Assessment of performance is usually based both on the process leading to solution and the nature of the solution of the simulated problem. Performance entails using skills appropriately as well as the understanding how and why they are appropriate. This dual focus brings into assessment, along with skill competencies, a focus on ability to communicate and to understand workplace values.

Strengths of the Approach. Simulated situations utilize standardized tasks, thus performance competency is relatively easy to judge. Since it focuses on the application of skills to a real problem, not only the intermediate steps of the calculation itself (for example), the learner demonstrates both skill mastery and particular problems in applying them in a context. Thus it can challenge the individual and perform a constructive role in provoking discussion of values such as workplace productivity, communication, and attitude issues. These latter are less likely to come into focus in other testing contexts.

Weaknesses of the Approach. Three weaknesses are (1) the long amount of time required to develop and assess using these techniques, (2) the possibility of bias, namely that the "correct" decision may not be correct for all job candidates or for all given job contexts (thus challenging the validity of the performance test), and (3) the amount of follow-up required. The results from simulations are very sensitive in that they are likely to raise issues about values and communication style. They are both sensitive for the individual taking the test and for the instructor administering and monitoring it. A good deal of discussion and feedback will be required to interpret and use the results appropriately.

Summary of Tools for Monitoring Progress

Conducting interviews, use of curriculum based measures, and simulated scenarios where problems require skills to be applied to new life and occupational issues are the techniques which seem most appropriate for adult migrant farmworkers.

In the program sites visited, the interview component was highly regarded. While informal button-hole discussions seemed feasible, scheduling time on an ongoing systematic basis did not seem to fit in well with class-based instruction. This was not a problem where programs were individualized, but even these programs experienced difficulty maintaining a *gestalt* picture of the individual learner, such as goals, progress, needs in basic skill areas, competency areas, and language proficiency. Staff meetings focusing on identifying problems in learning progress were reported as helpful at one site.

When instruction was broken up into "subject areas," assessment tended to focus on skill progress in that area, and not on how it affected other skill areas or competency needs. This was particularly difficult when language instruction was required to come first, before instruction in basic skills. For adult migrant farmworkers this organization may pose special concern because of the interruptions in their educational program and desire to see progress which is tangible and meaningful to them.

Almost all sites used curriculum-based measures rather than any standardized measure to indicate progress. Sites using the computer-based instruction we saw had the ability to examine how a farmworker does individually during multiple periods of participation, or how farmworkers do as a group, but it was not clear they used it or what they did with it. Few sites indicated skill simulations were accessible as a means of measuring progress. Ability to apply skills used was generally assessed through drill and practice sets. Exceptions to this were the two sites that specifically developed individual learning plans, and a site which developed homework activities involving students in applying vocabulary, reading and math skills in the context where they were living.

All site personnel agreed that identification of skill gaps and specific learning disabilities were difficult to incorporate into assessment, and had experienced difficulty doing so.

ASSESSMENT OF POST-PROGRAM OUTCOMES

After concluding a course of study, the question of how much value was added by participating is a question of program impact. Did the participants learn something that was valued by them and important to their lives? Will the participants be able to use what they have learned in the context of their own lives; and how has participation in the program changed their lives? What parts of program participation were more meaningful for them? Program impact is usually reported as gain in learning (measured in terms of percentile or grade equivalent score). Special concerns about impact on adult migrant farmworkers are:

- Valued basic and higher order skills/concepts and competencies were gained from program participation.

- Positive attitudes toward the outcomes were gained from participation in the program.
- Self-confidence in ability to use program outcomes was enhanced through program participation.

Sometimes impact is reported as gains in specific performance competencies (ability to read a book at x level or create a viable resume). A problem for some learners is the utility of competency *outside* the learning context. For example, does developing a resume really serve a migrant farmworker? Are the skills learned for the competency transferable for addressing other life matters?. In the case of the resume example, is the usefulness of the skills learned in developing the resume, consciously understood and transferable to other forms of communication skills, such as an oral job interview? Issues of concern related to impact, then, are:

- Transferability of gained basic and higher order skills, concepts and competencies.
- Relevance of gained basic and higher order skills, concepts and competencies to overall student goals and the institution's mission.

Associated with the impact of the program on a given individual, is the efficiency with which the impact was achieved. These are both individual and institutional issues. From an individual perspective, the issue is both how quickly the person gained and whether the gain was sufficient to significantly increase capabilities in work, social or personal areas. These combined gains are perceived as *efficiency of learning design* and *effectiveness of learning design.*

From an institutional viewpoint, the issues are what sort of learner benefited most, what elements of the program seem to contribute most to the impact experienced, and whether particular instructional elements need to be strengthened. Questions raised by agency introspection would include:

- Could outreach and recruitment activities be targeted better?
- How could the efficiency of the learning be improved?
- Is the nature of program impact consonant with the institutional mission?

There are, of course, multiple perspectives about the extent and nature of the program impact, the participants themselves, the program and an evaluator, and each perspective has validity.

The participant is the natural informant about the range of areas in which the program had impact, the nature of the impact, specific feedback concerning factors contributing to program impact, and satisfaction with the results. Program staff often have a different view of participants, however. They can see how individuals changed over the course of program participation; how different instructional elements seemed to affect participants differently; and the relative utility of each of the program elements. Participants and staff may have different attitudes about the nature and level of impact, and the factors and forces contributing to them.

Issues arising in the evaluation of impact, especially with regard to farmworker populations, deal with:

- The length of time farmworkers are able to sustain participation in an instructional program (extent of program they experienced and reliability of outcomes tested).

- The appropriateness of the tests in measuring the skills and behavior, and their appropriateness to the culture in which are expected to be applied.
- The difficulty of separating language needs from other skill and social needs.

No single measure of impact has proven superior to any others in adequacy to assess impact of educational programs on individual farmworker learners. The recommended approach, then, is a combination of instruments reflective of the given purpose of the program and the level of entering skill, and infused with a great deal of one-on-one counseling Approaches addressing the issue of impact are discussed below.

Normed or Criterion-referenced Tests.

Method. Use of tests which are independent of the curriculum as pre- and post-tests to indicate which objectives a student is capable of demonstrating mastery over. Grade is based on ability to demonstrate mastery (varying percentages of correct responses, or ability to complete a certain number of problems within a given time period). Each test is a gate establishing eligibility for proceeding to the next objective. Language of a test may be either English or the home language of the student. Pre-post forms of a test should be different but, of course, reliably comparable.

Appropriate Students. Primarily students enrolled in academic skills programs; other individuals who are familiar with test-taking procedures may also be appropriate if they want to demonstrate mastery in basic skills. Students to whom one can make this a meaningful experience.

Topics. Basic language, reading and math skills.

Description and Purpose. Two types of tests (normed and criterion-referenced), both generally paper and pencil, are often used to test program impact. Examples of these tests are the TABE and the ABLE (both norm-referenced tests), the CASAS an example of criterion-referenced (this is not an exhaustive list). The aim is to (1) provide the student with a measure indicating capabilities and knowledge gained, (2) provide the student with particular areas on which to focus attention in order to enhance his/her valued capabilities and knowledge.

Norm-referenced tests include essays, multiple choice, true-false, and tests using the Cloze (or fill-in) technique. Advantages of such tests are that they permit rather rapid student assessment, also are relatively easy to administer and to score, especially when compared to the performance simulations.

Criterion referenced tests can be paper-and-pencil or require performance to be demonstrated through simulation. The norm referenced tests are more appropriate when information has to be learned; criterion referenced are particularly useful when transference of skills to a completion of a particular task is required. Generally, the more complex an objective to be learned, and the broader the area that the student will be tested over, the greater the number of items required on the test.

Strengths of the Approach. Use of standardized tests can provide students with information about how they are doing in a broader context than curriculum based measures provide. To the extent that the instruments represent a generally accepted repertoire of skills needed for performance of work and life tasks, the outcomes described by them more reliably indicate competence levels than results from curriculum based or informal assessments of progress. If the outcomes from the tests are discussed with the student and interpreted with regard to meaning in the context of their lives and goals, then the tests can fulfill a positive function.

Weaknesses of the Approach. These tests are not part of the curriculum and thus may not be fairly testing outcomes from the learning experience. Outcomes from them, then, need to be interpreted in consultation with the student about what his or her goals are and what the instruction was in which they participated. While the nature of the test is not a weakness in itself (unless it is somehow biased in the contexts discussed against or for farmworkers' cultural emphases), lack of appropriate follow-up often is a weakness. Temptation is to let the test scores serve as the feedback for performance. They are, however, grossly inadequate as the main vehicle for interpreting performance for adults, who come to the educational process with specific expectations for use of the skills. Moreover, they generally do not address use of reasoning, attitude and communication issues. Thus these tests may be appropriate for part of an arsenal of program impact assessment techniques, but should not be considered the only measure of impact.

Self-Report of Program Impact

Method. This is a series of structured open-ended oral interviews, taking about 20 minutes to a half hour. It is really a dialogue not a formal interview setting; although standard topics are to be covered in each interview to ensure the program obtains similar information from its participants. The interview protocol is the agenda of topics to cover (this is the structure ensuring similar information); the specific content covered in each topic is driven primarily by the learners' responses and what the counselor makes of them (the open-ended aspect).

Interviews are conducted at the beginning of the instructional process, during its course, and at the conclusion of it. There may be multiple conclusions of it (if the individual needs to leave before the official end to a cycle, for example); in this case, an interview should certainly be conducted prior to exit. Although subject to interpretation, self-report data does provide potential for pre-post impact analyses through comparison of the individual's profile of skills pre and post-program participation.

Data from the interviews are generally qualitative (although some satisfaction scales may be quantifiable), and are used to understand how students learned and prospered in the program. A variety of tools have been used, usually developed by the program.

Appropriate Students. All.

Topics. Learners' goals, interests, perceptions of self, satisfaction with the instructional approach, perceptions of program outcomes, manner in which will use program outcomes, recommendations for changes in instructional support and emphasis.

Description and Purpose. Self-report is an important tool for insuring program accountability and for understanding how the program could be changed to increase effectiveness and efficiency. It is journalistic in much of its form, asking the individual to assess (in terms with which they are comfortable) what they did during the instructional process that was meaningful or important to them, how they think about the impact of the program for their own lives, what problems are they experiencing applying what they've learned, and how the program could be more effective and/or efficient for them.

The interviews highlight the utility of the program for the participants and, through discussion of its applicability, can encourage the learner to apply the skills and knowledge gained. By discussing problems in using the knowledge, the interviews can foster the use of problem-identification and solving strategies in the arena of the person's personal and professional development, and can contribute to developing strategies for solving the problems they present.

The interviews also serve to elicit information for the program about the impact of changes in program content and structure on participants' perceptions of program utility. Reports of their actual use of skills gained can inform program designers about the appropriateness of the instructional approach for a particular population. For the migrant farmworker population, the self-report can also be an important keep-in-touch tool while they are away from the learning context.

Strengths of the Approach. The interviews essentially are part of a counseling process, thus they serve to build rapport (demonstrate the program cares about them and is trying to design a learning experience which will be useful for them) while eliciting important information about influential features of the learning process and outcomes to-date from it. Interview information, then, provides a natural way to discuss personal goals, interests and development. With a population that has limited concept of opportunities available to them and/or successful experience in making use of those opportunities, these assessment techniques are extremely important. They provide a forum to begin addressing assimilation, attitude, and self-concept issues in conjunction with skills gained and needed. Understanding and bolstering learners' perceptions of the importance of the skills and knowledge which they have gained, how it builds off of what they have and how it relates to their lives is fundamental to positive program impact.

Weaknesses of the Approach. Information obtained from these interviews has to be fairly specific to be useful. Often the interviewer accepts general responses which hide (or are a cultural cipher) for more specific attitudes toward, or feelings about, the role of this instruction in their lives. Interpretation of general information is difficult.

Beyond this, however, information obtained through this process is very sensitive to interviewer characteristics (what he or she is attuned to hear) and learner reactions to the context (how comfortable he or she is in the interview situation and what they perceive the role of the learner is). It is most helpful if the interviewer is familiar with their culture and can both phrase questions and interpret responses to best elicit information. The protocol, however, should be fairly specific about the type of information to be reported and the form of the report; otherwise the best information will be the information the interviewer wants to report.

Review of Program Records, Short-term Impact Assessment

Method. Review of program records (or for computerized systems, tagging information for generation of a report), and interviews with staff, to elicit information relevant to how the program had its impact. CASAS Institutional Self-Assessment Measures (ISAM) is a sample of such a review. The assessment forms a basis for an analysis of program impact which takes into account instructional factors, resource factors, and patterns of student experience with the program as factors potentially affecting program outcomes. Program records also serve as a basis for analysis of compliance issues, the extent to which the program meets funding requirements, of course, but also the extent to which in practice it implements its institutional/instructional philosophy.

Appropriate Students. All students' records, continuing, completed, and drops, and program activity records.

Topics. Description of program structure, activities, staffing and outcomes, for example dedicated resources, instructor experience and instructional approach; description of student activity participation and outcomes, for example student participation rates, hours spent in given activities (emphasis), rate of student return, proportion of student program completion, rate students initiated questions, and, in the aggregate, number and area of competency certificates awarded. Analyses probe factors affecting student outcomes.

Description and Purpose. This is an assessment approach not a single tool. The records of program activities and process provide the specific information on program emphasis which can be compared to its intended goals and approach. Results from such analyses yield information about the adequacy of the approach in use and how it might be made more efficient and effective.

Strengths of the Approach. Program records provide a means of evaluating the program which is relatively transparent for the student (i.e. not intrusive). Records provide a sense of Program history and the rationales for the specific design of activities.

Weaknesses of the Approach. It is usually relatively difficult to conduct the analyses because, first it is time consuming, and second either the information is not available in appropriate form or it is not sufficiently specific. Intended analyses need to be thought about before the cycle starts, so that the information can be collected and recorded relatively easily. Of course, the records only provide part of the story, if the outcomes are not persistent or if they are not perceived to be useful by the students, the records may show an impact when there is not one. Moreover, since records primarily contain quantifiable information (number of books, number of instructors, etc.), evidence of outcomes relevant to attitudes and assertiveness (of major importance to the farmworker) are less likely to be noticeable in the files.

Program Impact, Follow-up

Method. Post-participation follow-up contact (by telephone or short written questionnaires). Program newsletters, with tear-out cards polling responses to specific questions, is another method; also, outreach interviews.

Appropriate Students. Four to six months after program participation, whether or not they completed the program.

Topics. Description of students' current work and changes in work and life circumstances, description of current involvement in educational activities (and plans for future involvement), perceived utility of the program in which they participated (now they have been away from it), reports of how skills learned have been useful and/or have not worked for them, evidence of different patterns of involvement in the community, decision making and problem solving, awareness of and/or interest in new program developments.

Description and Purpose. Assessment of program impact once the learner has left the learning context often is different from initial reports of impact. Not only the level of impact is likely to change, but also assessment of the factors underlying the level of impact and the specific nature of the impact (the elements of the program which manifested the impact). The major purpose of post-participation follow-up is to create a feedback loop for the program in order to understand how the educational intervention serves the students; and how they have incorporated the skills and knowledge into their lives. Another purpose is to market new and attractive services to potential clientele.

Post-program follow-up plays a major role for the former student. It reminds them of educational concepts/skills learned; and can help develop awareness of new opportunities for development, and enhance motivation and feelings of participation in a support group. In short, post-program follow-up also reinforces the notion that participation in an educational program is a part of life-long learning.

Strengths of the Approach. Effective post-program follow-up provides consistent and low-cost means for the individual to contact the program. Contact is essential because of the frequency with which migrant farmworkers move and for reinforcing the sense of empowerment. Effective program follow-up asks information of the learner and provides information to the learner about what others who participated in the program are doing, other available educational programs in other areas; and other resources they can turn to for help.

When program follow-up asks for input, a one-page document is likely to bring more response than a longer instrument. Again, graphics and text should complement each other; and color and space are useful for attracting attention and making the format easy to use.

Weaknesses of the Approach. Farmworkers move frequently, so address lists may be outdated and difficult to keep up.

A second weakness is that the questions are not understood by the respondent. This is because the questions are too complex, or not relevant to the respondent. Since farmworkers are generally problem-oriented and centered on real life concerns, many of the approaches taken in surveys appear hypothetical, not naturally appropriate, and must be altered to permit the data obtained to be reliably analyzed.

Finally, one more weakness is that responses are often in the form of general comments that, when aggregated, do not provide data which are generally applicable. It may be useful to combine questions which are open-ended with a scale which respondents can use to quantify their responses along certain dimensions. For example, after leaving a space for individuals to assess how program participation has been useful for them, add three more focused scales (from 1 to 5, with 5 as very useful) asking for their assessment of the particular utility of language, math, and reading components.

STUDENT ASSESSMENT CHECKLIST

ACTIVITY

To facilitate learning by enabling placement within an appropriate instructional program; by identification of strengths and weaknesses of the instructional program for addressing learner needs during the course of learning; and by documenting competencies attained and implications for further education or training desirable to achieve personal and institutional goals.

CONCEPT

Assessment is a key element in the instructional program, especially for migrant farmworkers. It entails three activities:

- getting to know the individuals (their goals and interests, potential barriers to learning, and support for participation in learning activities outside this learning context); and using the information obtained to craft a learning program which is meaningful to the individual and in which the individual can experience success (placement in, or design of, a learning program).
- monitoring problems and successes in the learning, and assisting the individual learners to see the progress in skills and knowledge gained and ways in which it serves them (progress).
- identifying patterns of strengths and weaknesses as learners progress through the program. to determine how to improve design and delivery of services to this population of adults (program evaluation). Two central themes in these activities are designing the assessment to take the participation individuals into account and the integration of educational counseling assessment and instructional functions. Assessment is not only to document attainment, for migrant farmworkers it plays the particularly important role of illustrating in terms meaningful to the farmworker the progress achieved and its implications for the individual.

Since migrant farmworkers often bring with them to the educational context low English language proficiency and few years of formal schooling, an individualized approach both to assessment and the delivery of educational services is recommended, with the content centered on their life concerns - work, health, children, community and other issues. The aim is to facilitate learning and best illustrate attained skills through the ability to apply them.

This approach warrants different approaches to assessment. Decisions about its comprehensiveness (i.e. length of required time for assessment), the form it takes (oral or written) and how formal it is (individual or large group) should be decided based on understanding of the individual participating - their goals for learning and previous experiences. For example, individuals who come to learn to read better to assist their children do not need the comprehensive assessment a GED candidate would need; and might be scared off by it. Farmworkers may not be familiar with the test taking process used here; and, moreover, may not see how the test process will help them with their more immediate goals. Instruments used should relate to learners' goals and the contexts in which they daily function.

TASKS

- ☐ Conduct oral interview to determine learner's objectives, e.g. what does the person want to learn; what do they want to do with it; and how will they know they have made progress toward this end - what will they be able to do?
- ☐ Based on the interview, and in consultation with the learner, determine implications from stated objectives for design of an appropriate assessment approach:
  - Identify indicators of attainment for the general learning goal as well as for sub-levels of attainment - both lifeskill and academic competencies.
  - Identify skill components relevant to the attainment of the goal, e.g. communication (listening, pronunciation, and communication of ideas and opinions), cultural expectations, other basic skills (reading, mathematics, writing), and contexts in which application of the skills would be relevant.
  - Determine standards for success, both within the program and for completing the program.

  - Determine appropriate methods for assessing progress, e.g. instructor's judgment, student's judgment, curriculum-based measures, other formal assessment instruments, or performance-based indicators of competency.

- ☐ Select assessment instruments appropriate for the learner in this context, for the purposes of diagnosis and placement, monitoring of progress, and identifying program outcomes, taking into account:
  - burden placed by the instrument (e.g. length of test, need for specific test-taking and test-administering skills, validity of results for this population within the given administration context); mode (oral, written, performance, instructor observation, combination of the foregoing) appropriate to learner's style and goals; style and language of test (formal or informal style; appropriate type of English and/or Spanish) taking into account the educational experiences and orientation of the learner; content concerns (oriented for adults; problem-solving centered; culturally relevant to the population; integrating within a context of concern to this population vocabulary, syntax, oral and written communication, and mathematics skills; and including skill applications);

- ☐ Undertake diagnosis and placement, and progress monitoring activities, building in:
  - a portfolio development approach, i.e. an approach which documents (literally in a portfolio or file) skill and competency attainments of an individual through program-relevant measures appropriate to the individual's goals. A summary of the skills attained and still targeted for attainment included in the portfolio.
  - dialogue between instructor and learner, providing feedback about the meaning of the activities undertaken to obtain desired outcomes, and their utility outside of the immediate learning context. Dialogue should be regularly scheduled so that the instructor is sure to meet individually with participating students several times over the course of the program.

RESOURCES

- Sticht, T.G. *Testing and Assessment in Adult Basic Education and English as a Second Language*. Paper prepared for the U.S. Department of Education, Division of Adult Education and Literacy. January, 1990.
- U.S Department of Health and Human Services, *Guidelines for ELT Programs*, MELT Work Group, December 1988.

STUDENT FOLLOW-UP CHECKLIST

ACTIVITY

To facilitate effective delivery of adult educational services by strengthening environmental support for post-program continued learning among adult migrant farmworkers; and to understand the longer term implications of the teaching and learning experiences.

CONCEPT

Impact on an individual's literacy and employability is not likely to be dramatic when an individual has time to participate in just one class. Impact is fundamentally associated with continuing the educational process. Especially for the adult migrant farmworker, each class is a wedge used to leverage a total learning process; the bottom line is working with the individual to obtain his or her goals over time, and to develop awareness of other relevant skill, career and continuing educational goals. Impact also may consist of the individual reaching out for other learning opportunities, in other locations.

Follow-up entails reaching out to students, those continuing and as well as drop-outs, for two reasons (a) to learn how to build a more attractive and effective program, and (b) to encourage a long-term perspective, providing direction about the usefulness of adult continuing education and maintaining a positive presence in farmworkers' lives.

TASKS

- ☐ Obtain systematic information (as part of assessment) about an individual's likely migration schedule, locations where they travel to and where they come from, and a description of the educational programs in which they have participated. This will be useful for identifying relevant educational opportunities and programs.
- ☐ Find out from returning learners, what they have done over the intervening period. Encourage students to tell you how they have used the gained knowledge and

skills, and disseminate this information among the group and to current learners.

☐ Hold exit interviews with a subset of dropouts from the program or poor attenders, to understand ways to strengthen support for learner retention.

☐ Develop a means for keeping in touch with learners after they leave the program, so that learners can, with no cost to them, hear about educational opportunities, and what taking advantage of these opportunities could do for them. One approach is to establish an alumni group of learners who have participated in programs and classes, and develop a newsletter for distribution to them. Another approach is to establish a toll-free client line, so that they can call you when they know they are coming to town.

RESOURCES

- BOCES Geneseo Migrant Education Center *Newsletter*. Holcomb Building, 210-211, Geneseo, NY 14454.
- Center For Employment Training, 701 Vine Street, San Jose, CA 95110.

SUPPORT SERVICES

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SUPPORT SERVICES

Fostering the physical and mental well-being of students is a critical aspect of an adult migrant farmworker education program. Most programs refer participants to other service agencies, but because of a dearth of available appropriate services, some migrant farmworker education programs operate their own social service programs.

INTRODUCTION

❑ Farm labor is the most dangerous occupation in the United States today.

Farm work is literally backbreaking, debilitating and often hazardous. The National Safety Council recently declared farm labor the most dangerous occupation in the United States today. In addition, farmworkers lack stable housing; have inadequate transportation; and have limited access to child care. The American Friends Service Committee reports that one-fourth of all farm labor in the United States is performed by children.

❑ The physical and mental well-being of adult migrant farmworkers is essential.

These and other barriers such as a lack of English speaking ability and limited literacy in any language often prevent farmworkers from improving their educations. Providing for the physical and mental well-being of adult migrant farmworkers is essential for an effective educational program. Some adult migrant farmworker education programs include components which directly provide support services. Others rely primarily on referrals to other service providers.

Because conditions vary significantly from one area to another, it is unrealistic to define the "right way" to provide for support service needs. Nevertheless, adult migrant farmworker education programs must address a variety of needs if their students are to have a high likelihood of success.

❑ A comprehensive support services system.

For a system of support services to be identified as truly comprehensive, it should comprise the following components:

- Physical and Mental Health Screening and Treatment
- Emergency and Permanent Housing Assistance
- Financial Assistance
- Child Care
- Transportation
- Legal Assistance

The following is an overview of key elements of a comprehensive support services system, with examples of how some programs cope with the special service needs of migrant farmworkers. It serves as a point of departure for teachers, administrators, and other school personnel concerned with developing effective support services for adult migrant farmworker education programs.

SELF-HELP, INFORMATION, REFERRAL, ADVOCACY AND EMPOWERMENT

☐ Self-reliance is valued and making demands is discouraged.

The farmworker community is probably the most self-sufficient of the nation's low-income groups. They make minimum use of schools, health clinics and social service agencies, and have a history of giving a lot and asking for little in return. This is in part because of language barriers and limited services, but also because of a pragmatic culture in which self-reliance is valued and making demands is discouraged. As laudable as this may seem, it has very real negative effects on the farmworker community.

☐ Referring a farmworker to an available service is insufficient to ensure that the service will be provided.

No adult migrant farmworker education program can provide all support services needed by its students. It must develop linkages with other community resources. The nature and quality of these linkages help determine how well migrants are served. Adult migrant farmworker education programs often employ counselors who help students identify potential barriers to training, develop plans to overcome them, and advocate for their resolution. Simply referring a farmworker to an available service, though, is insufficient to ensure that the service will be provided.

☐ Working through the bureaucracy of many social service agencies is an impossible task for non-English speakers.

Counselors must advocate for their farmworker students because they are often not able to do so for themselves. Working through the bureaucracy of many social service agencies can be a difficult task for English speakers and an impossible one for those who do not speak English. It is important for staff of the adult migrant farmworker education program to develop a relationship with potential service providers and to follow-up on referrals to ensure that services are provided. Providing this advocacy, although necessary, can also add to a sense of helplessness in the farmworker.

❑ Foster competence and self-confidence in the students to advocate effectively.

Although an important function of an effective adult migrant farmworker education program is to help farmworker students acquire needed services, a more fundamental role is to foster competence and self-confidence in the students to advocate effectively for themselves. This process is often referred to as "empowerment."

❑ Empowerment is implemented through the interaction between staff and student.

The phenomenon of empowerment is built into an effective education program design and is implemented through the interaction between instructional and counseling staff and the farmworker student. Students who are actively engaged in determining their educational programs and resolving barriers become increasingly confident of their ability to work through complex issues with social institutions and, of equal importance, they develop higher standards for how they *should* be treated by other institutions.

❑ A life skills workshop on "Getting What You Need."

"Ideal" adult education programs help their students cope with the realities of institutions less prepared to work with migrant farmworkers. This can be done through group workshops, individual counseling and support groups. A life skills workshop on "Getting What You Need" can help students learn how agencies operate and how to successfully interact. Counseling students on how to acquire services on their own is like *coaching* an athlete to perform competitively. Principles must be explained, techniques demonstrated, and the student must be given the opportunity to practice.

❑ Following up on referrals ensures that students are not "stonewalled."

Ultimately, students should be encouraged to go on their own to seek support services. Just as a coach cannot compete for an athlete, the counselor cannot negotiate all of the student's interactions with service agencies. *Following up on referrals is essential to ensure that students receive needed services, and are not "stonewalled."*

Tracking referrals and identifying results requires time and resources which some adult migrant farmworker education programs find difficult to allocate. Nevertheless, a well designed and documented information, referral and advocacy program can help ensure that students obtain needed services. It can also identify gaps and barriers in the local social service network.

❑ Systematic services based on user-directed needs assessments.

Aggressive farmworker education programs can utilize this information to encourage others to create needed services or to justify additional funding. Perhaps the most important benefit is that services can be systematically improved based on ongoing needs assessments. The ultimate beneficiaries are the migrant farmworker students.

Developing an Information, Referral and Advocacy System

☐ An up-to-date listing of all service agencies in the area.

An essential requirement for information and referral is an up-to-date listing of all service agencies in the area. The United Way and other public and private agencies often develop listings of service providers, but they are often out of date by the time the document is published. It is important to establish direct and consistent contact with the major service providers, update information on a continuing basis and identify incumbent contact persons.

☐ Making the referral is only the beginning of the process.

When barriers to learning are identified during initial assessment, the counselor should refer the farmworker student to the agency offering the best solution. It is often useful to call the agency to ensure that services are, indeed, available and that bilingual staff, if needed, are present. The counselor can further assist the student by helping to make an appointment, arranging for transportation, and, if needed, accompanying the student to the appointment. Making the referral is only the beginning of the process. The counselor should make sure that needed services were received and if not, identify why and seek another solution.

☐ Maintain a current directory of local services.

Remote areas may have few service providers and a comprehensive listing may not exceed a few pages Other areas may have larger numbers of service providers. In either case, it is a good idea to arrange service providers by category and, if a paper-based system is used, limit one provider to a page in a loose-leaf binder. This way, changes in a listing can be readily made without interfering with other listings. If a computer database is used, each listing should be maintained as a separate record.

Although most information and referral systems are limited to a small geographic area, some state-wide systems are currently in use. *La Cooperativa Campesina de California* operates a toll-free telephone-accessed computer database of service providers, community-based organizations, and general information of interest to farmworkers (1-800-232-4842 in California).

The "*Guia del Campesino*" (farmworkers' directory) is a Spanish-English telephone information service which covers the entire State of California. Labor market information, training programs, housing, education, and immigration information are among the topics programmed into the voice activated system. A caller may receive information in either English or Spanish by answering a series of yes/no questions or by pressing buttons on a touch-tone telephone. Information is categorized by region, city and subject and is updated on a monthly basis. The system does not now have provision for human interaction, but it is a cost-effective model which could be modified to meet needs in other areas.

PHYSICAL AND MENTAL HEALTH

❑ Agriculture has a high incidence of work-related injuries and illness.

Migrant farmworkers suffer from a high incidence of physical illness directly related to their work because of contaminated water, excessive heat, lack of proper sanitation and toilets, pesticides, and unsafe equipment. Other reasons include:

- Farm labor is physically taxing work with substantial exposure to toxic substances.
- Migration limits the ability to attend to health problems.
- There are limited bilingual medical services available.
- Rural areas often have limited health services.
- High medical costs and no medical insurance further limit access to services.
- Federal and state funding for agencies to purchase medical services is highly limited.
- Subsidized medical services often have residency requirements which prevent migrant farmworkers from accessing services.
- Low income results in marginal nutrition, poor housing, and inadequate sanitation.
- There is a general lack of awareness of preventive health practices.

Stress-related illness, for example; anemia, allergies, irritability, and headaches; back pain, fatigue and lethargy are typical symptoms of health problems which interfere with the learning process. Resolving these symptoms can help the farmworker student participate more fully in learning activities.

❑ A nation-wide system of Migrant Health Centers.

The Migrant Health Act of 1962 authorized the delivery of primary and supplemental health services to migrant and seasonal farmworkers. Administered by the U.S. Department of Health and Human Services, the Migrant Health Program provides a nation-wide system of Migrant Health Centers which offer a wide variety of emergency, treatment, and preventive services including medical, dental, vision and pharmaceutical services.

There are approximately 100 Migrant Health Centers located along the migrant farmworker streams. These are primary resources with which adult migrant farmworker education programs can collaborate to help foster improved health care for their students. Nevertheless, even this extensive system does not offer services everywhere farmworkers and adult migrant education programs exist.

☐ Linkages inadequately substitute for insufficient public health care funding.

Unfortunately, public funds to enable adult migrant farmworker education programs to purchase medical and mental health services are highly limited. Making these services available to students requires the development of linkages with other service providers and community organizations, including church affiliated organizations and service clubs.

The following provides a summary of some of the actions an adult migrant farmworker education program can take to assist its students to cope with physical and mental health needs.

Physical Examination

Most migrant farmworker farmworkers have never had a complete physical examination. It is important that farmworkers have regular exams and follow-up services for identified problems. The adult migrant farmworker education program should coordinate with local and state resources to ensure that medical exams and follow-up services are accessible to all migrant farmworkers.

Hearing Screening

Migrant farmworkers often suffer from hearing problems which are not detected or treated. Identifying and resolving hearing problems is essential for farmworkers to be successful in the adult migrant farmworker education program. Hearing evaluation tests and treatment as needed should be arranged.

Vision Screening

Because they migrate frequently, farmworkers rarely have routine vision screenings. Vision problems, which are often exacerbated by exposure to pesticides, wind and sun, may not be detected or treated properly; low incomes often prevent farmworkers from purchasing prescription glasses. Instead, they may purchase dime store reading glasses and try to get by. The adult migrant farmworker education program should assist students to obtain a vision evaluation and vision care.

Dental Screening

Dental disease is a major health problem of migrant farmworkers. Care can be expensive and has a low priority compared to basic survival needs. A dental screening should be arranged as part of an overall physical health appraisal, and the adult migrant farmworker education program should assist the student to remediate any problems.

Nutrition

☐ Families living below the poverty level have high rates of poor nutrition.

Families living below the poverty level have high rates of poor nutrition which often lead to anemia, excessive weight loss (or gain), and other health complications. Adult migrant farmworker education programs can help students improve their nutrition by providing or subsidizing breakfast or lunch; offering nutrition information as part of the instructional menu; and obtaining a hemoglobin/hematocrit for periodic anemia checks.

☐ Special Supplemental Food Program for Women, Infants, and Children (WIC).

The Special Supplemental Food Program for Women, Infants, and Children (WIC) offers food vouchers for pregnant women, new mothers, infants and young children. WIC does not require a social security number or proof of immigration status. Services are usually provided through community health centers. These may not be readily available to migrant farmworkers. The adult migrant farmworker education program should identify the nearest resource and assist students with transportation.

Health Education

☐ Farmworkers are poorly informed about disease prevention and treatment.

Because they migrate often, have minimal formal education, and limited English-speaking ability, migrant farmworkers are often poorly informed about health issues in general and disease prevention and treatment, in particular. Increasing their knowledge about health related issues helps migrant farmworkers assume better control of their own health and the health of their families.

☐ A comprehensive adult education program should incorporate a health education course.

Some of the topics which could be taught in a health education workshops are: nutrition, family planning, sexually transmitted diseases, substance abuse, immunization, first aid, and pesticide safety. The adult migrant comprehensive adult education program should incorporate a health education course as either a stand-alone unit or as part of a life skills or ESL course. It should make relevant printed materials available in the migrant farmworkers' native language and publish health bulletins targeted to the needs of its students.

Mental Health, Substance Abuse

☐ Mental illness is no greater in migrant farmworker populations than in the rest of society.

Few studies have been conducted, but there appears to be no evidence that mental illness is greater in migrant farmworker populations than in the rest of society. Nevertheless, when mental problems do occur, migrant farmworkers are less likely to find and utilize mental health resources. As with the general population, alcohol and drug abuse are increasing in the farmworker community. Few substance abuse prevention services are directly targeted to farmworkers. Nevertheless, there is an increased awareness of these problems among the Hispanic population in general, and the availability of bilingual services is increasing.

☐ Cultural values inhibit airing of highly sensitive issues.

Mental illness and substance abuse are highly sensitive issues in the farmworker community and are, consequently, often hidden and not dealt with productively. It is important to find service providers that are familiar with the cultural inhibitions present in the farmworker community. The adult migrant farmworker education program can help service providers by conducting workshops to increase the sensitivity of counselors.

HOUSING

☐ Lack of housing is cited by farmworkers as their primary concern.

Affordable, habitable housing is a critical need for migrant farmworkers, if they are to attain a stable lifestyle. Not only have migrant labor camps in the country diminished, but the rapid rise in the cost of permanent housing has outstripped any small rise in farmworker income. In states such as California, Florida and Texas, the pattern of many migrant farmworkers is to "settle-out" in communities where they can travel to nearby crop areas, and work at other temporary day labor during the off season.

Farmworkers typically rent single family dwellings which are often in substantial disrepair and consume from 50% to 80% of their income. Overcrowded, overpriced and substandard housing, though, is preferable to the makeshift outdoor camps which house many farmworkers who run out of money and are stranded along the migrant streams and trails.

☐ All parties and agencies impacted by the agricultural economy benefit from decent, available housing for the labor force.

It is in the interest of all parties (farmworkers, agricultural employers, educators and service providers) to stabilize the agricultural work force by making it possible for farmworkers to live in secure housing. Nevertheless, little is done because migrant farmworkers are invariably the lowest priority for housing funds. The adult migrant farmworker education program can take a proactive role which goes beyond advocating for solutions to the needs of farmworkers.

☐ California Human Development Corporation.

The California Human Development Corporation (CHDC), based in Santa Rosa, California, is an exemplary model of a community-based organization that has focused on resolving farmworkers' housing problems. With its base in northern California's wine country, CHDC offers a wide range of services for migrant farmworkers including: job training, ESL and adult basic education, child abuse prevention, amnesty education, and housing. CHDC's first farmworker housing project, *Mahal Plaza*, located in Yuba City, includes more than fifty 2 and 3 bedroom apartments for o farmworkers and their families.

☐ The local community's politics of NIMBY (not in my back yard).

Completion of the farmworker housing development entailed almost eight years of work and perseverance on the part of CHDC as it waded through government agency mazes, bureaucratic red tape, and the politics of NIMBY (not in my back yard) from the local community. The experience from this and other ventures has helped CHDC become a leader in the construction and management of permanent housing for farmworkers.

☐ Community Housing Improvement Systems and Planning Association, Inc.

Another California corporation, the Salinas-based nonprofit Community Housing Improvement Systems and Planning Association, Inc. (CHISPA), sponsored a housing lottery for 40 "build-it-yourself" homes to meet the needs of farmworkers and others displaced because of the last earthquake in the San Francisco Bay area. Working with the advocacy group, *People United/Pueblo Unido*, the forty families who qualify for low-interest federal loans will do much of the carpentry on their homes in order to keep costs as low as possible.

Some adult migrant farmworker education and training programs provide emergency housing assistance, temporary shelter, and transitional housing for farmworkers enrolled in an their programs. Others operate weatherization and housing rehabilitation programs funded by state and federal agencies.

Emergency Housing

☐ Migrant farmworkers can easily become stranded.

Migrant farmworkers can easily become stranded or lose their housing and require emergency shelter. Some adult migrant farmworker education programs meet this need through emergency financial vouchers which pay for a motel room or temporary rent on an apartment or home. Others maintain facilities where they temporarily put up families, and still others refer families to shelters for the homeless. An adult migrant farmworker education program should identify resources in its area and develop a plan to meet the needs of its students and their families.

Permanent Housing

❑ Creative financing and self-help systems can reduce costs.

Permanent housing is a continuing need in homebase states, where farmworkers reside when not migrating from crop to crop. A variety of state and local assistance programs can be used to rehabilitate old structures or build new housing for farmworkers. Creative financing and self-help systems can reduce the costs of construction and mortgages. The adult migrant farmworker education program can either develop its own project or work with existing community development corporations to build permanent housing for farmworkers.

FINANCIAL ASSISTANCE

❑ Self-imposed ineligibility due to fears, ignorance, pride, and cultural values.

Farmworkers typically do not apply for financial assistance such as food stamps, General Relief, and Aid to Families with Dependent Children (AFDC). For some, ineligibilty because of residency requirements is the cause; others are deterred by fear that obtaining assistance could jeopardize their legalization efforts. Many others are eligible but do not apply because of ignorance, pride, or perceived inability to overcome the bureaucratic barriers of the public welfare system.

❑ Limitations of Amnesty status are many.

Farmworkers, even non-citizens, are often eligible for food stamps. Those in the amnesty program are not eligible for five years, although their children born in the United States are because of their citizenship status. Likewise, the U.S. born children of those granted amnesty are eligible to receive AFDC benefits, although their parents must wait five years.

Farmworkers who have paid into the Social Security system may qualify for disability, retirement, or survivor benefits. There are no citizenship requirements for these benefits, but the farmworker must have a valid social security number. Farmworkers are also often eligible for SSI (Supplemental Security Income) for low-income persons 65 and over and for blind and disabled persons of any age.

❑ Obtaining financial assistance may make the difference between success and failure.

Obtaining financial assistance may make the difference between success and failure in an adult migrant farmworker education program. Counselors should be aware of and inform farmworker students about assistance available in the local area. The nature of the assistance, and the procedures to be followed, should be explained clearly to potential applicants in order to minimize their apprehension. Explanations written clearly in English, Spanish or other native languages can be of assistance; in some cases, it may be necessary to accompany the student to ensure that proper assistance is provided.

Financial Assistance Referral

☐ Bureaucratic barriers can be reduced through intensive face-to-face communications.

The availability of financial assistance for migrant farmworkers varies widely across the nation. The adult migrant farmworker education program should identify the type of assistance available and work closely with the appropriate granting agency. Often bureaucratic barriers can be reduced through intensive face-to-face communications and on-going cooperation. The adult migrant farmworker education program can provide translation services where they are not otherwise available, or transport farmworker students to public welfare offices located a distance from the migrant farmworker community.

CHILD CARE

☐ Other than finding work and housing, child care is their next greatest need.

Other than finding work and housing, migrant farmworker mothers report that child care is their next greatest need. A lack of affordable, dependable, quality child care prevents many female migrant farmworkers from utilizing adult migrant education services. Attempts to use family members or friends for child care often result in inconsistent care which interrupts education. The adult migrant farmworker education program can help its students find child care by identifying facilities within the community and helping the student access resources (which vary substantially by state and community) to pay for child care.

☐ No money for child care and too few providers.

In most cases, the greatest barrier to obtaining child care is the lack of money to pay for it. Too few quality child care providers are also a limitation, particularly in rural areas. The adult migrant farmworker education program is generally required to work with other organizations to identify available openings or create new openings for the children of adult migrant farmworker students. There are no easy answers to the inevitable lack of funding and child care facilities.

❑ Migrant Head Start centers emphasize direct parental involvement in policy and program development.

Migrant Head Start centers offer comprehensive child care services including child development, health screening, health and nutrition education, parenting education, and social services referral. These centers emphasize direct parental involvement in policy and program development, and in the operation and management of their programs.

Child Care Referral

❑ Child care referrals may often require providing translation services and advocacy.

Referring migrant farmworkers for child care services is best done through linkages with the public agencies that fund such services. The adult education program may need to assist the migrant farmworker student to become certified for subsidized child care. This may often require providing translation services and advocacy. The education program may be fortunate to have funds available for directly purchasing child care slots. It is important that child care providers are carefully screened to ensure that safety and quality standards are met.

Child Care Provision

❑ CET's Montessori-oriented child care provider training program.

The adult migrant farmworker education program may choose to develop its own child care program. An in-house child care program offers convenience for students and potential income for education providers. The Center for Employment Training (CET) in San Jose, California is an example of a successful child care program operated by an adult migrant farmworker education provider. The child development center is self-sustaining from a combination of funding sources. It offers full-day care for infants, toddlers and preschoolers and is used as the laboratory for CET's Montessori-oriented child care provider training program.

❑ Most states license individuals to provide in-home child care.

If the population density of an area cannot sustain a large child care center, a family-based child care system can be developed. Most states license individuals to provide in-home child care for a small number of children. Costs for this kind of service are often less than for institutional child care, and many parents prefer it because of the family atmosphere of a private home. These home care services, however, are harder to monitor for quality assurance. The adult migrant farmworker education program could organize a network of in-home child care providers, provide in-service training and offer services such as group medical insurance. In this way, child care availability can be increased, and the overall quality of care is more likely to be high.

TRANSPORTATION

☐ No easy solutions to transportation problems; all have benefits and liabilities.

Lack of reliable transportation is a key barrier to attending classes. Adult migrant farmworker education programs seek to resolve this problem by issuing bus passes, providing transportation allowances, organizing car pools and transporting students to class with buses or minivans. Each of these solutions presents its own liabilities and benefits.

Public transportation, while cost-effective, is often not available in rural farmworker areas. Transportation allowances, which pay mileage, are ineffective if the student does not own a car. Car pools are perhaps the most cost-effective but are difficult to organize and sustain. Operating of private buses is expensive and requires a relatively large and consistent ridership to be cost-effective.

☐ Creative grantsmanship and lobbying mass transit agencies may be a solution.

Adult migrant farmworker education programs may need to combine these approaches to adequately serve its students. Those affiliated with public school systems may be able to provide transportation for migrant farmworker adults via existing school buses. If large numbers of farmworkers live in an isolated community, it may be possible to get the county to pay for special mass transit to transport them to the education center. A substantial amount of funding is granted each year for mass transit systems. The adult migrant farmworker education program may be able to solve its student transportation program through creative grantsmanship and public agency lobbying.

LEGAL ASSISTANCE

☐ A simple traffic ticket can escalate into a failure to pay, missed court dates, arrest warrants and jail time.

Farmworkers often find themselves involved with the legal system, as do others in our society. Unlike most others, however, farmworkers are often at a special disadvantage because of lack of knowledge about the legal system and a limited English proficiency. Consequently, a simple traffic ticket can escalate into a failure to pay, missed court dates, arrest warrants and jail time. The adult migrant farmworker education program can help their students understand better by providing special workshops on the operation of the legal system and the judiciary, and the students' basic rights and responsibilities. Workshops can also provide information about the special laws enacted to protect basic safety, labor and wage rights of farmworkers. These workshops or mini-courses integrate easily into ABE or ESL classes.

☐ Adult migrant farmworker education programs should avoid providing students with legal counsel.

Adult migrant farmworker education programs should avoid providing students with legal counsel. When students are in legal difficulty, the counselor should refer them for legal assistance to legal services or special migrant farmworker legal assistance offices. These federally funded organizations cannot defend farmworkers in criminal cases, but they can handle many civil cases and issues. Each state has a Legal Services Corporation office specifically targeted toward migrant farmworker services. A list of these offices is provided in the *Directory of Selected References and Resources*.

☐ Each state has an Office of Farmworker Monitor Advocate.

In addition to legal services, farmworkers may report any job-related problem to any local office of the state Employment Service, whose responsibility it is to resolve problems locally. The farmworker may choose to submit an employment-related complaint directly to the employment service state office. The person responsible to answer farmworker complaints in each state is the ***state migrant and seasonal farmworker monitor advocate.*** A list of state advocate offices is also included in the aforementioned *Directory*.

SUPPORT SERVICES CHECKLIST

ACTIVITY

To foster the physical and mental well-being of migrant farmworker students, as an important, corollary concern of an Adult or Vocational Education program, by providing direct support services or a timely and effective system of referrals. Support services enhance the capability of educational services by helping adult farmworkers access the instructional activities, by expanding outreach and recruiting functions, and by improving the retention rate among enrolled students.

CONCEPT

Barriers such as low levels of English speaking ability and limited literacy in any language often prevent migrant farmworkers from improving their educations. These barriers also block their abilities to obtain support services for themselves and their families. Providing for the physical and mental well-being of adult migrant farmworkers is essential for an effective educational program.

Some adult farmworker education programs include components that directly provide support services. Others rely primarily on referrals to other service providers in the local community. Most programs that deliver educational services to migrant and seasonal farmworkers (MSFWs) refer participants to other social and human services agencies.

Because conditions vary significantly from one area to another, it is unrealistic to define and describe the "right way" to provide for support service needs. Nevertheless, adult migrant farmworker education programs must address a variety of needs if their students are to have any likelihood of success.

For any system of support services to be identified as truly comprehensive, it should comprise, at least, the following components:

- Physical and Mental Health Screening and Treatment
- Emergency and Permanent Housing Assistance
- Financial Assistance

- Child Care
- Transportation
- Legal Assistance

Teachers, administrators and other school personnel directly involved in the delivery of educational services to adult farmworkers will find that they need to learn and apply some of the skills and knowledge of social workers, family counselors, public health and paralegal aides, and community advocates in order to do a complete job of servicing the migrant farmworker community.

TASKS

☐ ***Arrange for and organize an institutional assessment*** of the support service needs of the migrant farmworker community in your educational service area.

☐ ***Obtain, or develop and maintain an up-to-date directory*** of all service agencies in the area for information about available support services and referral requirements.

☐ ***Establish direct contact with local service providers***; update information on a continuing basis and identify incumbent contact persons. Get to know them personally.

☐ ***Privately and confidentially determine the support service needs of your students***. In consultation with them, and with their approval, offer to make referrals to other agencies. Do not assume you have the *right* to intervene without approval.

☐ ***Follow up on any referrals you make*** and ensure that requested services are received, and that they are adequate to meet the need.

☐ ***Make timely and appropriate inquiries*** of both the referred student and the responsible agency, if services fall short or are not delivered. Be prepared to repeat the referral more forcefully, if necessary.

☐ ***Integrate information in the instructional activity*** and its related materials about support services, eligibility requirements, methods of accessing services, and grievance procedures .

☐ ***Use practical "homework assignments"*** that require application of the learned skills and information out in the *real world of service agency bureaucracy.*

☐ ***Plan open feedback sessions,*** in which you publicly recognize ingenuity and perseverance in obtaining services and applaud successes.

☐ ***Use the fortuitous opportunity*** to teach or reinforce *problem-solving and solution-seeking techniques*, if "failures" to obtain support services occur.

☐ ***Help resolve the generic problems*** of insufficiency or unavailability of support services for farmworkers in the local community. Get help from colleagues, supervisors, and other school and community officials, advocate agencies, and public policy makers to make needed changes.

RESOURCES

- Consult the *Directory of Selected References and Resources* at the end of this volume; particularly the section identified as *List of State Resources.*

OUTREACH, RECRUITMENT AND RETENTION

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OUTREACH, RECRUITMENT AND RETENTION

Working within the migrant farmworker community to develop increased interest in the values and benefits associated with continuing education is a challenge for administrators of Adult Education. Getting adult farmworkers to enroll in educational activities is a function of successful outreach and recruiting efforts in their community. Retaining them in educational settings until their personal objectives are reached is a strong indicator of program effectiveness and of the artfulness and empathy of their teachers.

INTRODUCTION

An Old Myth

☐ Certain members of our society are often hard to find, hard to access, and difficult to serve.

There is an old myth around that continues to reinforce the idea that certain members of our society are often hard to find, hard to access, and difficult to serve. These are the people living in the shadows of our society. They are the very poor, the disadvantaged, the illiterate, the developmentally delayed, the disabled and handicapped, the unschooled, the home-bound elderly, abused or neglected children, those hopelessly unemployed, and the homeless.

Although the myth persists, these groups are part of the visible fabric of our society and, as such, are the subjects of considerable study, analysis, public information, media attention and public policy activity. *Absent from this list are the migrant farmworkers.* They are nearly invisible, since the myth asserts that they are the hardest of all to find, access and serve. Therefore, adult education administrators and teachers interested in addressing how best to outreach adult migrant farmworkers, and recruit them as students, may begin by asking: *Where are they?* and *How do I reach them?*

Finding Migrant Farmworkers

☐ Migrant farmworkers are not really hard-to-find.

Migrant farmworkers are not really hard-to-find. Most of them may be located anytime and anyplace that commercial fruits, nuts and vegetables are being planted, tended, harvested, transported, packed, packaged, frozen or canned. Some are working on dairy farms, others are in canneries, packing sheds and food-processing plants. Still others are groundskeeping, landscaping or working in nurseries. A few are repairing and maintaining farm equipment and machinery, irrigation systems and farm buildings.

☐ There is a natural, cyclical rhythm of season and place for everything that grows.

There is a natural, cyclical rhythm of season and place for everything that grows and that is where farmworkers can always be found. They have been wherever things grow since the earliest humans scratched the earth with a stick and invented agriculture.

There may be some at "home," wherever that is, though usually they are either sick or injured. Oftentimes, older children may be watching the very young and helping the few infirm elderly in their communities. There are not many elderly farmworkers since they grow old many years sooner than other workers; fewer than five percent live long enough to collect social security benefits.

Outreach, Recruitment and Retention as a Continuum

☐ Outreach, recruiting and retention are like a "three-legged stool."

Each of the activities of outreach, recruitment and retention has its own distinctive characteristics, yet they share important commonalities and must be perceived as a closely interrelated and interdependent continuum. None of these activities works well in isolation, nor are any two of them capable of sustaining full enrollment in an educational program without the presence of the third. Their interdependent structural design is typical of the "three-legged stool."

Outreach, Recruitment . . .

☐ The force of public policy and law supplants the need for reaching out to attract student enrollments.

Public education systems in our society enjoy a special status that obviates the necessity of conducting systematic outreach and recruitment activities in order to maintain satisfactory levels of student enrollment.

They are, for the most part, systems of schooling that require compulsory attendance, are constituted as limited monopolies and sustained by public funds. Well-indoctrinated generations of alumni, and the force of public policy and law supplants the need for any extraordinary concern about reaching out into the community for the express purpose of attracting students.

Given the general absence of an abiding need with which to drive outreach and recruitment activities, public education programs have been naturally and reasonably slow to develop a body of useful knowledge and sophisticated skills in these activities.

Major exceptions are found in adult education programs, in continuing and enrichment education, in recreational activities for adults, and in competitive recruiting for teachers and other professional staff. Both public and private educational institutions are particularly well-practiced at recruiting in the latter area.

However, these are quite different from the outreaching and recruiting activities needed for the adult migrant farmworker community and its potential students. The differences are primarily reflected in:

- the nature of the institutional need,
- the philosophic base supporting the adult education program,
- the perceptions each community (school and farmworker) has of each other, and
- the availability of adequately trained school personnel and other resources.

❑ Adult education programs have developed ways of publicly promoting their educational activities.

Adult education programs have developed ways of publicly promoting their educational activities in order to attract adult students. These generally follow commonplace publicity and informational approaches, primarily aimed at a literate population. Implementation is generally accomplished through the use of school and community bulletin board notices, flyers, pamphlets, school catalogs, advertisements in local newspapers, and occasional public service announcements in the media.

While these practices are apparently effective for impacting the majority of the "consumer market" in the program's service delivery area, very little of this information reaches or affects the adult migrant farmworker community. *It is not intended to do so.*

. . . and Retention

Retention of the adult student in educational programs is another matter entirely, once outreaching activities have succeeded in recruiting (enrolling) the student. Practices employed to *retain* adult students in programs have little similarity to those used to recruit students through community outreach efforts.

- Maintenance of genuine interest in the well-being of adult students throughout their relationships with the educational program is essential.

One important exception that is present in each of these three interrelated activities is the maintenance of genuine interest in the well-being of adult students throughout the course of their relationships with the educational program. It is imperative to demonstrate respect for their values and daily concerns from the earliest contact through to completion of their educational goals.

The desire of adult learners to stay or leave educational programs before completion is strongly influenced by many factors and forces that are largely uncontrollable by them. In the case of adult migrant farmworkers, the most critical of these appear to be the following:

- the practical value of their educational efforts;
- the quality and genuineness of the reception they get from school or agency personnel;
- the timeliness and utilitarian application of their newly developing knowledge and skills; and
- their ability to cope with constant social and economic pressures.

Limited Prior Experience

Many administrators and teachers of adult learners in public education systems have had to develop outreach and recruitment practices without benefit of experiential help from the larger institutions they serve, or from any practical preparation learned during their own professional development.

- Schools and colleges of education seldom offer anything but incidental exposure in their curricula.

Unless they have had prior experience in the offices of admissions and registrars of the competitive private school world, or the proprietary school arena, they should expect little help from their supervisors and colleagues in the public education sector. Schools and colleges of education, and other teacher and administrator preparatory institutions, seldom offer anything but incidental exposure to these activities in their curricula.

OUTREACH

Webster's dictionary illustrates two definitions of the word *outreach*. The first is "the act of reaching out." The second is "the extent or limit of reach." Both of these appear useful in addressing the need for special outreaching efforts in the migrant farmworker community.

Field experience in servicing adult farmworkers shows that institutional efforts to *reach into* this community to apprise its members of available educational services have often been more a case of *limitation or extension of reach* than a lack of willingness to implement acts of reaching out.

❑ Marketers, advertisers, salespersons, outreach workers and recruiters are of a kind.

Outreaching is yet another form of marketing, of which advertising is a medium. Marketers, advertisers, salespersons, outreach workers and recruiters are of a kind. They have something to sell or offer and need to know the quickest and most effective ways of telling potential consumers about their product, organization, or educational program.

❑ A prime rule is to get to know your potential student.

Outreach workers who target farmworker communities must know how to do *sensitive* marketing research within this occupational group. A prime rule is to *get to know your potential customer* before investing time and money on media and messages that may not work. In many communities, the best resource persons to consult about relating to this unique population are former farmworkers, some of whom often make the best outreach workers.

Many rural communities are covered with leaflets, pamphlets, handouts, brochures, posters and other printed material in efforts to inform and direct the farmworker community. Some of these are in their native languages, much of it is not. Some are glossy, colorful, beautiful art creations; some are handprinted notices. Very little of it works.

❑ Many migrant farmworkers are unable to read the written versions of their primary languages.

Farmworkers seldom communicate in writing with each other, and hardly ever with the literate English-speaking world. Many migrant farmworkers are unable to read the written versions of their primary languages. In the case of Haitian farmworkers, for example, the *patois* they speak is only now being developed into written forms by scholars. Informational material printed in English and intended for the migrant farmworker community is almost entirely ineffective.

Obviously, any use of mass media, print and electronic, as well as any other vehicle used to convey information to a migrant farmworker community *must* be written or spoken in the primary language of the "target audience." This is the term used by public information specialists to describe the recipients of particular messages that are designed to attract attention and, hopefully, modify behavior.

- English technical jargon, figures of speech, slogans, slang terms, acronyms and abbreviations should be avoided.

Literal translations of English technical jargon, as well as figures of speech, slogans, slang terms, acronyms and abbreviations should be avoided as often as possible. These seldom convey the same *meaning* in another language, primarily because of differences in cultural contexts, and can be confusing and mystifying. Sometimes the results may generate counter-productive and even offensive meanings in the other language.

- What works best of all are person-to-person contacts and word-of-mouth communication.

Electronic media, particularly bilingual radio and television broadcasts, work better than all other communications efforts, with the exception of personal contacts and word-of-mouth. Familiar sounds and sights are understandable and comforting. Familiar music, too. Television works well, but is costly. Public service announcements (PSAs), that broadcast or telecast in the farmworkers' native languages are also effective. *What works best of all are person-to-person contacts and word-of-mouth communication.*

- The numbers of farmworkers that adult education programs can handle are a function of space, time, money and qualified personnel.

Outreach and recruiting staff working to attract farmworkers to their educational programs can afford to personalize their efforts in this community. They can focus their attention and energies in predetermined areas since they are not trying to impact masses of people. The numbers of farmworkers that adult education programs can handle are not a function of advertising and broadcasting. They are a function of space, time, money and qualified personnel. School administrators and teachers, who struggle with problems of enrollments, allocation of space, class size, and other non-academic considerations, are aware of these program limitations.

- Enrolled migrant children make convenient and credible messengers and couriers.

Public school systems that count Migrant Education programs (K-12) among their special resources often employ the standard practice of reaching out to adults in the community through the enrolled migrant children who make convenient and credible messengers and couriers. This is another effective outreaching practice, but care must be taken to ensure that the information meant for the entire community is not being automatically limited to families of enrolled migrant children.

- Effective outreaching is a professional intervention rather than the simple dissemination of information.

Effective outreaching in ethnic minority communities, such as migrant farmworkers, has to be perceived as a *professional intervention* rather than a sales campaign or the simple dissemination of information. It is more than informing and raising awareness, especially if it is to succeed in its primary purpose which is to *recruit* students.

Good outreaching is encouraging, genuinely welcoming and confidence-building. It has to help dispel concerns and anxieties about this new, potentially intimidating and sometimes frightening experience. And its philosophic base must be the *well-being* of the potential student.

- ☐ Farmworkers can feel the quality of understanding and empathy they may anticipate from school people.

An adult education outreach worker is often the first person that migrant farmworkers encounter who represents this strange and often mysterious *system* called school. This initial contact becomes the first opportunity for adult migrant farmworkers to *assess* the genuineness of the "invitation" to enroll in school and learn new things. They can also *feel the quality* of understanding and empathy they may anticipate from school people in future encounters. The farmworker community's *image* of the school, and of its educational programs and staff, begins here; and first impressions are often strong and lasting.

- ☐ Few school personnel experience frequent interaction with adult members of ethnic and racial minority groups, and vice versa.

Few adult education administrators, teachers and other school personnel experience frequent interaction with adult members of ethnic and racial minority groups, especially with persons of limited or no English language proficiency and minimum levels of assimilation into the mainstream society.

The reverse is similarly true. Few adult members of ethnic and minority groups have experienced any frequency of interaction with school administrators, teachers and other staff who have capabilities in other than the English language or have practical knowledge of other cultures. *Getting to know each other, it appears, is the first step in making friends and recruiting new students.*

Effective Practices and Activities

- ☐ The lower the literacy level of a group, the more reliance on person-to-person information-passing.

The most reliable method of communicating, of passing along information, is *verbally*. Word-of-mouth is the surest and quickest way to reach throughout the farmworker community. The lower the literacy level of a group, the more reliance on person-to-person information-passing. This is in sharp contrast to highly literate groups, many of which treat the written word with reverence and often disdain the value of word-of-mouth communication. The lower the level of literacy, the more that community requires accurate, timely and dependable transmission of verbal information in order to conduct its affairs.

- ☐ To reach farmworkers *go where the people are.*

To reach farmworkers, it is not enough to send informational messages into that community from the *outside*. Outreach workers must go where the farmworker communities gather: the churches, movie houses, stores, gas stations, worksites, and the like. *Make personal contact the keystone of the outreach effort; go where the people are.*

☐ Establish a level of trust and confidence *before* attempting recruiting efforts.

In the wise and experienced words of Adriana Salinas Simmons, director of California's *La Familia* program, "meet them on their own terms and in their own territory." She counsels making the goal of the first series of encounters the "establishing of a level of trust and confidence," *before* attempting to move toward goals of recruitment and enrollment in programs.

La Familia's director considers the qualities of *sensitivity* and *empathy* in outsiders working with migrant farmworker groups as most important of all. These qualities, she asserts, can help overcome obstacles created by differences in languages and cultures.

☐ School people are highly regarded authority figures.

There is an important behavioral value that outreach workers and recruiters must understand in order to be effective in the migrant farmworker community. Farmworkers' cultural values indoctrinate a preference for evasion rather than confrontation when dealing with authority figures. To farmworkers, school people are highly regarded authority figures. For example, it is difficult to get constructive criticism in a public setting (an open meeting or a classroom). Migrant farmworkers do not criticize authorities publicly, and they view teachers as authoritative figures who are expected to know what is best.

☐ Assessing true meanings requires patience, perseverance and trust.

Farmworkers will seldom embarrass others or themselves by being negative in public, and prefer being non-committal. Consequently, it is difficult to assess the true meaning of their behavior, until one learns with patience and perseverance to be trusted. When they are candid and tell you *no*, they have begun to trust you and to trust themselves with you.

Site Visit Observations

☐ California, Florida, New York, Pennsylvania, Texas and Washington.

During the Project Team's information-seeking visits to various program sites in the states of California, Florida, New York, Pennsylvania, Texas and Washington, several effective outreaching activities were observed in practice, and these are listed as follows:

- Using currently enrolled farmworker students as voluntary outreach workers and recruiters in their own communities.
- Enlisting the support of other agencies serving the farmworker community to promote adult education programs and make referrals.

- Setting up information tables at shopping centers and other public places frequented by the migrant farmworker community.
- Mounting an intensive door-to-door information campaign in the farmworker community during the month prior to the opening of classes.
- Arranging with employers to permit access to farmworkers at the worksites, before and after working hours and during lunchtime breaks.
- Getting crew leaders and labor contractors to cooperate in disseminating information to the farmworkers.
- Developing a "hotline" telephone information service (toll-free "800" number) in the farmworkers' native language.
- Hosting open house-style social gatherings to get acquainted and provide information; offer refreshments and child care.
- Asking children enrolled in Migrant Head Start and Migrant Education programs to carry informational materials back to their families and their friends.

These effective practices and activities are easily transferable and may be replicated for any migrant farmworker community, provided that care is taken to modify them to meet local needs and standards.

RECRUITMENT

☐ Recruiting is an age-old socio-political activity.

Recruitment is the term that describes efforts *to increase or maintain the numbers of participants in an organization or activity.* Its most common usage is in reference to filling military organizations, athletic teams, social and civic groups, musical and theatrical companies, and the like. Sometimes, the term "membership drive" is synonymous with recruiting.

Most private schools recruit students; public schools generally do not. Industry and government consistently recruit valuable executives and occasionally workers. Universities recruit scholars and researchers, sometimes teachers, and often specially talented students in the arts, music, and competitive athletics.

- Recruiting implies taking people away from other activities in order to have them participate in yours.

The act of recruiting implies a willingness to make an exchange of value: the recruiter has something perceived as valuable to offer and so does the recruit. In order for recruitment to be successful, both parties must recognize value in each other and desire the exchange. Recruiting also implies taking people away from other activities and organizations in order to have them participate in yours. Institutional and personal needs also exert strong influences in the bilateral process of recruitment.

Ethical Recruiting

Outreaching and recruitment are intimately related and interdependent. Successful recruiting (gaining a new student; regaining a former one) is the culmination of reaching out to wherever migrant farmworkers are and successfully *selling the need* to enroll in an educational program.

This function must be honestly genuine and valuable, and in the best interests of the adult learner (recruit), who must perceive it that way, as well.

- The marketplace principle of *caveat emptor* is ethically unacceptable in educational practices.

The often experienced marketplace principle of *caveat emptor* (let the buyer beware), is ethically unacceptable in relationships between educational institutions and the communities they are designed to serve. In the specific case of relations with ethnic and racial minority groups, many of whom are limited English proficient and culturally and economically vulnerable, *the sole responsibility for offsetting this disadvantage rests with the educational institution and its representatives.*

- Help students make decisions about schooling that are in their best interests.

In working among migrant farmworkers to increase their interest in and desire to seek some formal education, outreach workers and recruiters must present their information accurately and with great integrity. They have a *moral and ethical obligation* to help prospective adult students make decisions about schooling that are in their best interests. And whatever that decision is, it must be accepted and respected.

To ensure that the best interests of adult migrant farmworkers are safeguarded, outreach workers and recruiters are ethically and professionally responsible for ensuring that the choice of schooling is, indeed, *the best among any other options available* to the adult migrant farmworker. That choice must be made *voluntarily and without coercion* before enrollment.

RETENTION

❑ Humans are "social beings" who require the intimate presence of others.

Human beings voluntarily *join* groups, involve themselves in activities, enlist in organizations, and enroll in institutions, in large part because they perceive gaining something of value in exchange for investments of their time, energy and commitment. The history of the development of social groups supports the thesis that humans are "social beings" who require the intimate presence of others for their security, well-being and growth.

Conversely, individuals *withdraw* from these associations and commitments when they perceive that these activities and institutions no longer serve purposes that are useful to them, or threaten to become detrimental to their well-being. In like fashion, the retention of students in academic settings obeys these same "rules of behavior."

❑ The real challenge is getting the farmworker to stay the course.

Adult education administrators and teachers should be ever mindful that the ties that bind vulnerable farmworker students to educational programs are tenuous, and constantly susceptible to enormous outside pressures influencing their desires to stay or leave. *What to offer and how to offer that which will make adult farmworker learners choose to stay, are probably the most challenging tasks faced by adult education practitioners.*

Critical Factors in Effective Retention

❑ Effective retention is a natural extension of successful outreaching and recruitment practices.

Effective retention of adult farmworker students, that is keeping them in the programs for the required periods of time in order to meet specified educational goals, is a natural extension of successful outreaching and recruitment practices. However, once students are enrolled, keeping them in the classrooms, labs, and shops depends on the following critical factors:

- The relevancy and timeliness of the learning experience in resolving real needs as perceived by the adult students;
- The patience, empathy, and bilingual and bicultural skills of the instructor;
- The quality of the instruction, its setting, methodology and materials;
- The capacity of the program to assess its performance, and make timely and appropriate adjustments in the context of the adult learner's over-riding priorities and needs.

The Teaching of Adults by Adults

❑ Adults teaching other adults is a relatively recent social phenomenon.

The teacher is the most crucial element in an *educational setting* that comprises the learners, assessment, curriculum, materials, methodology and evaluation.

The chronology of human development, universally and throughout history, starts with the nurturing parents, continues with older family members and relatives, then teachers and, ultimately, employers. Adults have always been the natural teachers of children.

In contrast, the social phenomenon of *adults teaching adults*, rather than children, is of relatively recent origin, possibly no older than a few millennia, and marked by the founding of early religious communities and the first universities. These late developments have limited our experience with the teaching of adults by adults, except in early vocational training where master artisans and craftsmen taught their skills to apprentices no longer considered children, regardless of their chronological ages.

❑ Young undergraduate students complain that they continue to be treated as children despite being in college.

Today, we often hear young undergraduate students, made additionally knowledgeable and mature by a wide range of out-of-school learnings and experiences, complain that attending college is more a continuation of K-12 than they had anticipated. Adolescents perceive the act of "going to college or going to work" as legitimate adult activities, and a major sign that childhood has been shed forever.

These observations are interpretable as meaning that they continue to be treated as children and not as adults, although now attending college. Many of them have experienced adult treatment outside of school settings, and are disappointed and discouraged. Therein may be a cause of early defections from college campuses, adult education and continuing education programs, and other formal learning activities for adults, young and old.

❑ When adult learners are taught as if they were children, they drop out.

When adult learners are taught as if they were children, they drop out. Teachers of adults face a complexity of conditions quite unlike those confronted by teachers of children. *The teacher's skill and artfulness in teaching adults as adults makes the difference in the retention rates.*

❑ Teaching adult farmworkers comes as close to teaching the "whole person" as any teacher ever experiences.

Teaching adult farmworkers, in particular, requires much more than subject matter knowledge and standard "teaching techniques." Instructors of adult education are asked to function *additionally* as part-time counselors, social workers and paralegal aides. *Teaching adult farmworkers comes as close to teaching the "whole person" as any teacher ever experiences.*

Logistical Considerations

❑ Adult learners must independently resolve conflicts of schedules and priorities.

Administrators and teachers in K-12 schools seldom worry about the *logistics of being a student,* since this aspect is taken care of by parents, other adults, or some other agency. Logistics, in this sense are payments of fees, purchases of books and materials, transportation, meals outside the home, and child care. In addition, adult learners must resolve conflicts among priorities, such as work schedules and family matters.

Adult education practitioners must incorporate ways in planning educational activities to accommodate these uniquely adult needs. Adult farmworker students, most of whom seldom see annual earnings above $6,000, face economic and logistical considerations crucial to any decision to upgrade their educations.

❑ Attending school affects the entire family's activities.

Costs of transportation, materials, child care, and other out-of-pocket expenses, and determining whether their meager budgets can sustain additional expenses, influences their decisions. Attending school, then, affects the entire family's well-being.

Adult education programs must consider this critical factor when addressing migrant farmworkers' educational needs.

REFOCUSING ON ADULT LEARNERS

Adult education programs that expect to achieve their institutional objectives, as well as the personal goals of their adult learners, must undergo a refocus of philosophy, structure, and staff preparation. The more basic and universal the needs of the adult migrant farmworker student, the more the educational institution will have to adjust to accommodate those needs.

❑ The refocus is salutary for all adult learners and not solely migrant farmworkers.

Fortunately, it appears that the refocus in philosophy, technology and technique, and in the delivery of instruction, is salutary for all adult learners and not solely beneficial for migrant farmworkers. A good place to start is with a new or revised orientation for the functions of outreach, recruitment and retention. This is especially critical when attempting to provide educational services for the adult migrant farmworker community.

Realigning Programs for Adult Farmworkers

The following program realignments are especially important for addressing the educational needs of adult migrant farmworkers, as well as other aspiring adult learners:

- *Increase range and flexibility in scheduling* dates, times, locations and course lengths to reduce incidence of conflict with survival and other priority needs.
- Provide school personnel with *special training to enhance "other language" capability and cultural responsiveness.*
- Provide teacher in-service workshops to help *develop self-esteem in themselves and others.*
- *Provide staff training in effective outreach, referral and follow-up practices.*
- Re-focus instruction so that it is *person-centered* (not subject matter based); *increase personal contacts* with migrant farmworkers students and their families.
- *Conduct sensitive student needs assessments*, and refocus the program's offerings accordingly.
- Increase the capability to *provide support services* to reduce barriers to enrollment and retention.
- *Seek input and feedback through frequent consultations with* the adult migrant farmworker community.
- *Respect the farmworkers' decisions* about their own lives and aspirations, and help implement them.

Checklist For Outreach, Recruitment and Retention

The checklist on the succeeding pages provides a guide for teachers and administrators of Adult Education. Its ultimate purpose is to expand the interest of adult farmworkers in education, increase their enrollment rate, and help to retain them in instructional activities until their learning aspirations are fulfilled.

OUTREACH, RECRUITMENT AND RETENTION CHECKLIST

ACTIVITY

- **Outreach**: to heighten the interest of the adult migrant farmworker community in continuing education.
- **Recruitment**: to enroll increasing numbers of adult farmworkers in educational activities and literacy programs.
- **Retention**: to retain adult farmworkers in these activities and programs until their personal objectives and the institution's goals are reached.

CONCEPT

Each of the activities of outreach, recruitment and retention has its own distinctive characteristics, yet they share important commonalities and must be perceived as a closely interrelated and interdependent continuum.

Factors that impact on the functions of outreaching, recruiting and retention of adult students in programs depend on:

- the nature of the institutional need;
- the philosophic base supporting the adult education program;
- the perception each community (school and farmworker) has of each other; and
- the availability of adequately trained school personnel and other resources.

Adult education programs employ commonplace publicity and informational approaches, primarily aimed at a literate population, to promote their educational activities. These practices are apparently effective in the programs' "consumer markets," but have very little impact in the migrant farmworker community.

Retention of the adult student in educational programs is another matter entirely, once outreaching activities have succeeded in recruiting (enrolling) the student. *More is known about alleged causes of low retention rates than* *about positive practices specifically aimed at retaining adult students in programs.*

The desire of adult farmworkers learners to stay with, or leave, educational programs before completion is strongly influenced by many factors and forces that are largely uncontrollable by them. The most critical of these appear to be the following:

- the practical value of their educational efforts;
- the quality and genuineness of the reception they get from school or agency personnel;
- the timeliness and utilitarian application of their newly developing knowledge and skills; and
- their ability to cope with constant social and economic pressures.

TASKS

OUTREACH

☐ ***Do you know where the migrant farmworker community lives, works, shops, worships and plays in your educational service area?*** Have you visited any of these places recently? Does a representative of your institution visit these places with some regularity? For what purpose? With what results?

☐ ***What do you know about migrant farmworkers?*** About their views of the surrounding world, their education, language, values, culture, politics, likes and dislikes, similarities and dissimilarities? Does anyone at your institution *know* farmworkers, in this sense? Who are they? What do they do? Do you know them, and they you?

☐ ***Do you personally know any adult migrant farmworkers?*** Do you plan to make friends and acquaintances among farmworkers?

☐ ***Are there adult farmworkers enrolled in your institution's programs?*** Do you know who they are? How did they get there? Why are they there? Do you know how many? Does someone know?

☐ ***Why should migrant farmworkers want to attend your institution's educational programs?*** Do they know what these programs offer? Will enrolling in any of the instructional activities help them solve some of their problems? Which ones? If you do not know, how can you find out?

- ☐ ***What does your educational institution do about reaching out and into*** the migrant farmworker community? Advertise, broadcast, circulate flyers, make personal contact, convey information via Migrant Ed children, go where they are, invite them to visit you?

- ☐ ***Is the farmworkers' language of choice used to increase their interest in educational activities?*** Are any institutional personnel fluent and literate in the farmworkers' primary language? Are they familiar with the culture? Do they participate in outreach and recruiting activities? Who does the *person-to-person contact* with farmworkers?

- ☐ ***Who is the institutional official responsible for outreach and recruitment activities?*** Do you know him or her? To whom is this person responsible in the organizational structure? Do his/her activities impact your instructional functions? Are outreach and recruiting functions *coordinated* with your instructional activities? Is the subject of enrolling farmworkers discussed at staff meetings and other official sessions? If yes, what happens?

- ☐ ***How does your institution know if its outreach and recruiting efforts are effective?*** Is there a plan to increase farmworker enrollment? Are there enrollment goals to be met? Are there periodic reports to be completed? To whom are they submitted? What happens as a result of these reports?

- ☐ ***What do you plan to do about the questions you have answered with a "No" or an "I don't know"?*** What can you do; what is feasible? Are there others at your institution who are interested in positive answers to these questions? Who are they? Can you find out? Will you discuss recruiting more farmworkers with them? Who do you know outside the institution who might be interested? Can you find out who might be concerned and talk with them about it?

RECRUITMENT

- ☐ ***Does your adult education program recruit students?*** Any students? Does it ***need*** to recruit students? Are all classes fully enrolled at all times? With whom; who are the students?

☐ ***Are adult farmworkers proactively recruited?*** If recruiting is done, who does it? If farmworkers are not recruited, would the program want to recruit farmworkers?

☐ ***If the institution wants to recruit adult farmworkers, is it prepared to do the following?***

- Develop a plan. (Just as you would any other activity you want to succeed.)
- Select and train bilingual staff, or hire already qualified personnel.
- Provide recruiters with economic and material resources to do the job and meet predetermined goals.
- Consult with, and establish linkages with, other public and private agencies that serve the migrant farmworker community.
- Modify the plan and convert it into a program by endowing it with five interdependent management resources: time, space, personnel, money and things. Implement the plan (at this point it becomes the recruiting program).
- Have the recruiting program respond directly to the highest ranking organizational official. (This ensures commitment throughout the organizational structure and reduces "lip-servicing.")

☐ ***To get the recruiting program going well, do the following, wherever possible:***

- Use former farmworker students as paid or volunteer outreach workers and recruiters in their own communities.
- Enlist the support of other agencies serving the farmworker community to promote the adult education program and make referrals to you.
- Set up information tables at shopping centers and other public places frequented by the migrant farmworker community.
- Mount an intensive door-to-door information campaign in the farmworker community several weeks prior to offering classes.

- Arrange with farmworkers' employers to permit access to farmworkers at worksites before and after working hours and during lunchtime breaks.
- Establish a "hotline" telephone information service (toll-free "800" number) in the farmworkers' native language.
- Host open houses and other informal social gatherings to get acquainted and provide information. Create a committee to plan these affairs; invite farmworkers to serve (with voice and vote). Schedule them at times convenient for the farmworker community. Offer refreshments and child care; help with transportation.

RETENTION

☐ ***Answering these questions affirmatively***, indicates that the educational institution is not the major cause of early student loss, drop-outs and low retention rates. The causes apparently lie outside the purview of the program.

Institutional behavior of this kind favors mature adult students in general, and migrant farmworkers and other unschooled or underschooled students in particular.

☐ ***Answering these questions negatively***, suggests that the institution may want to review its "business as usual" policies and practices, in light of contemporary theory and practice concerning the education of adults.

- Do students, farmworkers and others, have a voice in determining the content and purpose of their instruction?
- Is the instructional activity paced according to each one's skills and experience?
- Is instruction individualized and in small interactive groups?
- Are students able to self-evaluate their progress, and make adjustments?
- Does the instructor function in a coaching and facilitating way? (As opposed to delivering information to "empty vessels.")
- Are goals and instructional outcomes relevant to the learner's needs, and are they measurable and applicable?

- Will adult farmworkers be able to apply their new learned skills and knowledge in *their* real world? Can they demonstrate and practice this satisfactorily in the learning environment?
- Does the teaching institution treat adult students as *full partners* in the teaching-learning experience?
- Are the farmworker students aware of the dynamics taking place around them (and with them) in the educational environment?
- Are institutional personnel who interact with them adequately trained, experienced, licensed or credentialed, and recognized staff members?
- Does the institution have official "grievance procedures"? Do farmworkers understand what they are for, and when and how to use them?
- Are adequate support services provided, or are farmworker students assisted in obtaining them?
- Does a qualified, experienced, bilingual staff member have time to sit with each farmworker student and *listen* to his or her concerns on a periodic, yet regular basis?
- Are adult students' names and surnames written correctly and pronounced properly by all institutional staff?

☐ ***If farmworkers cannot come to your institutional site*** can you arrange to take the instructional activities to them where they are? How would you go about doing this? You will probably need help; do you know from whom and where to get it?

☐ ***Help resolve basic problems associated with low farmworker enrollment and retention rates*** in adult education and literacy programs. Get help from colleagues, supervisors, and other school and community officials, advocate agencies, and public policy makers to make the necessary changes.

RESOURCES

- Consult the *Directory of Selected References and Resources* at the end of this volume, particularly the section identified as *List of State Resources*.

PARENTS, FAMILY LITERACY AND ADULT EDUCATION

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PARENTS, FAMILY LITERACY AND ADULT EDUCATION

What began about 100 years ago as parent-teacher-child conferences has transitioned through stages of local, then nationally organized PTAs, to the involvement of parents and communities in the political agendas of public education and the internal affairs of schools. Today, in the latest evolution in parental involvement, education is placing parents in the primary role of learners. This relatively new type of participatory learning for adults, parents, families and communities, generally called literacy training, is fueled by urgent socioeconomic needs to improve the literacy of American adults. As in other instances of social invention and innovation, these new efforts to educate illiterate adults, in general, may open the door to beneficial educational opportunities for adult migrant farmworkers and their families.

ADULT ILLITERACY — A NATIONAL CHALLENGE

❑ Millions of Americans are functionally illiterate.

One of the dramatic *discoveries* of the past decade is that millions of Americans are functionally illiterate, that their numbers are increasing, and that the consequences signal a serious threat to the industrial and political capacity of the United States to compete successfully in domestic and foreign marketplaces.

In a world changing more rapidly than we are, the realization that "doing business as usual" is no longer tolerable has begun to modify the philosophies and practices of our educational institutions and the ways in which they relate to other institutions and sectors of our society.

❑ Family literacy, intergenerational literacy and workplace literacy are evidence of public concern.

There has been strong reaction to this challenge to our national social and economic well-being by industry, educational institutions, and legislative and governmental bodies. The numbers and kinds of programs that have sprung up, literally overnight, in *family literacy*, *intergenerational literacy* and *workplace literacy* are evidence of the public concern brought about by a steadily climbing rate of adult illiteracy.

❑ The migrant farmworker community may expect to be left out of this latest national movement in Alternative Education.

The adult migrant farmworker community, often uncounted in most public assessments of needs, educational and otherwise, is likely to be overlooked in the planning and budgeting estimates of the public and private agencies charged with solving the national adult literacy crisis. Unless a broad interpretation and adequate funding are given to the legislatively mandated *Adult Migrant Farmworker &*

Immigrant Education Program (34 CFR part 436) of the current *Adult Education Act*, the migrant farmworker community may expect to be left out of this latest national movement in *alternative education.*

☐ Especially valuable are competency-based life-skills approaches.

Many existing educational programs, designed to combat illiteracy in individual adults, in family units and in workplaces, that have started or expanded since the pro-literacy drives got underway, are *potentially adaptable* to meet adult migrant farmworker needs. Especially valuable are adult learning opportunities that offer *competency-based life-skills approaches* to literacy and basic education.

When adult literacy learning experiences are also integrated by instruction in parenting skills, self-esteem development, and teaching others to learn, and include civic and school involvement skills, they approach the ultimate response to realistic farmworker educational needs. However, in so doing, certain deeply entrenched perceptions about migrant farmworkers and their needs must be altered.

☐ "Migrants don't need any more education than they've already got to do farm work."

Perhaps, in this regard, the most damaging of the perceptions discussed in this volume, is the one that says: "Migrants don't need any more education than they've already got to do farm work."

Parents, Children and Family Literacy

☐ The concept of adults and children learning together.

The dynamic thrust of the numerous adult literacy programs developed throughout the country has also given a strong impetus to many programs today that are developed around the *concept of adults and children learning together.* While adults have always been perceived as the teachers and helpers of children, in these instances, entire families join in sharing the learning experience. In some cases, roles are actually reversed and children are teaching their elders.

Both family and intergenerational learning opportunities are now available in many communities around the country. Nationwide networks providing training and technical assistance, professional consultation services, workshops and specially designed materials are flourishing.

Some of the program content with the best potential for meeting the needs of adult migrant farmworkers and their families are listed below:

- Teaching parents to teach their children.
- Self-esteem and confidence development.
- Cultural and community awareness.

- Parental involvement in setting learning objectives for children.
- Civic and school involvement training.
- Pre-primary children and parents participating together in classroom and home activities.
- Parent empowerment projects; support groups to create positive changes.
- Parenting skills for raising children in a new culture.
- Televised lessons on English skills and parent leadership themes, such as school curriculum, conferences, home learning situations.
- Literacy and learning disabilities; dyslexia, undiagnosed and untreated disabilities.
- Home-based programs that coach parents at home to prepare pre-school children.
- Literacy training and stress management, nutrition, arts & crafts.
- Curricula that accentuates family-centered education and assists in solving community problems.
- Workshops for families designed to strengthen communication skills within the family on physical and emotional aspects of maturation; learning to listen and talk with children and others about responsible decision making related to human sexuality, drugs, tobacco, and alcohol.
- Family educational counseling services; individualized education plans; one-on-one tutoring, small group instruction, and life and work skills orientation.
- Improving "literacy behaviors" that include parenting skills supportive of a home environment conducive to learning and school achievement for children.

Several specific programs that appear to have philosophies and practices compatible with adult migrant farmworker needs are identified and discussed further on in this section.

BACKGROUND OF PARENTAL INVOLVEMENT

Early Practices

☐ The very first teachers of children are their parents.

The practice of involving parents in the *formal schooling* of their children is less than 100 years old, although parents have been directly involved with the education and training of their children since the days of the earliest human groups. The very first teachers of children are their parents and this responsibility, a basic one that guarantees the survival of the species, continues today as relatively unchanged as it was when human groups first evolved.

Parents, everywhere in the world, teach their children life-sustaining skills and personal safety. This is one of the true universals of humankind and, as such, may be seen in practice regardless of race, language, culture, class, nationality, socioeconomic status, or geography.

☐ The earliest teachers were hired by groups of parents to teach their children the *Three R's*.

In the United States of America, the earliest teachers were hired by groups of parents to teach their children the *Three R's*. These teachers were provided room and board in the family homes of their students. Early American families shared the burden and cost of maintaining the teachers by having them rotate periodically from home to home.

Hence, involvement by parents in their children's early schooling formed part of a natural, continuous and integrated relationship.

Institutionalizing Parent-School Relations

☐ The National Congress of Mothers, organized in 1897, evolved into Parent-Teacher Associations (PTAs).

Efforts to institutionalize the involvement of parents in their children's schooling, as differentiated from involvement in the education and training of their children, began fewer than 100 years ago. This activity was initiated by parents when the National Congress of Mothers was organized in 1897. By 1924, this organization had evolved into Parent-Teacher Associations (PTAs), which currently form a national network numbering approximately 55,000 local chapters that enroll some 20 million members annually in the National Congress of Parents and Teachers.

Effect of Parent-School Cooperation

☐ Involvement of parents helps make educational efforts more effective.

In a 1966 national survey of pupil achievement, sociologist James S. Coleman showed that improvement in scholastic achievement correlated positively when active and supportive

PTAs formed part of the educational environment. Numerous other studies over the years continue to demonstrate that, all other factors being equal, the involvement of parents helps make educational efforts more effective, particularly in the areas of discipline and citizenship.

☐ PUSH advocates having parents sign contracts that commit them to personal involvement.

The Reverend Jesse Jackson, a well-known national activist, in seeking to improve educational opportunities for disadvantaged minority youth, advocates having parents sign contracts that commit them to personal involvement with local schools and to require a minimum of 2 hours of homework a night for their children. Reverend Jackson's national community action organization, PUSH, forms coalitions among groups that help shape public opinion and policy in support of quality public schooling.

☐ Today, parents become involved in educational administration and program activities.

Today, parents who are active in local community affairs and in the schooling of their children become involved in all manner and levels of educational administration and program activities. Parental interests now include public financing of schools; theories of education and human development; teacher preparation, credentials and compensation; curriculum and instruction; quality and content of textbooks and other learning tools; student performance and evaluation; school rules and regulations, to name a few.

At one time, these matters were the sole responsibility of professional educators, school administrators, and instructional staff.

☐ PTAs have not been able to cope with burgeoning inner-city problems.

In large urban communities, many of them characterized by concentrations of ethnic and racial minority populations and high levels of poverty and unemployment, the activities of PTAs have not been able to cope with burgeoning inner-city problems despite efforts at community support and collaboration.

Ethnic Minority Parents and Communities

Erroneous perceptions among an uninformed and often prejudiced public that parents who are members of poor ethnic minority groups are not interested in their children's education is a pernicious myth.

Most damaging is the erroneous belief that education is not valued by these ethnic minority families and communities, and that their concern for their children's well-being is not equal to that of other, more affluent, mainstream community members.

☐ Language and cultural differences can be a strong barrier to parental and community involvement.

It is acknowledged that language and cultural differences affect the quality of communication and can be a strong barrier to parental and community involvement in school affairs. However, where meetings, conferences and workshops have been conducted in the parents' native languages, and presentations by school personnel have been culturally responsive and linguistically sensitive, ethnic minority parents have evidenced high interest, regardless of their economic status.

☐ Programs and services must adopt means of communication compatible with the parents' language and culture.

Educational programs and services that genuinely desire active participation of ethnic minority parents, especially those with limited English proficiency, must adopt means of communication compatible with the parents' language ability, and tempered by a responsiveness to the differing cultures and value systems.

Among the many ethnic minority groups living and working in this country, none is as susceptible to the conditions mentioned above, nor as vulnerable to their negative consequences, as disenfranchised migrant farmworker families and their communities.

INVOLVING MIGRANT FARMWORKER FAMILIES

☐ Concerns and stresses impact the quality of any cooperative relationship.

As a first step in planning to involve migrant farmworker parents in the schooling of their children, and perhaps later on in their own schooling, teachers and administrators need to know something about these parents, their families and the communities they form. It would also be helpful for school personnel to become aware of some of the concerns and stresses that preoccupy these families, and to understand how these may impact the quality of any cooperative relationship with their children's schools.

School personnel, especially those with limited exposure to unassimilated ethnic or racial minority groups, need to ask *themselves* some penetrating questions about these unique families and their children. *These are the kinds of questions that ordinarily would not be asked about children and parents who look, dress, speak, and act in ways that teachers and other school personnel would perceive as the norm for the community they serve.*

☐ Modify school practices to achieve the goal of family and community involvement.

Although there are other useful assessments that can evolve from such self-questioning, in this case, the primary intent is to help teachers and administrators modify their practices in order to achieve the goal of family and community involvement in educational programs. These self-inquiries would explore some of the following sensitive areas, with the expectation that they would *encourage dialogue and debate*, and ultimately lead to meaningful changes within the school as well as the farmworker community:

- What are the literacy levels and communication skills of entire family units?
- What is the quality of assimilation by this community into the mainstream culture?
- What is known about the farmworker family's socioeconomic condition and its logistical capabilities?
- How may a comparison between the languages, cultures and value systems of the two communities—school and migrant farmworker—contribute to improvements for both?
- How may candid perceptions of values, expressed in terms of schooling versus working and wage-earning, help to assess attitudes toward learning? What are the implications for migrant farmworker community involvement and local educational programs?
- What can be done to assess the private hopes and aspirations held by the migrant farmworker community and its families and children? What can educational services do about them?

Perception of Assimilation

❑ Achieving assimilation means to be no longer easily perceived as newcomers to the mainstream society.

Ethnic minority families who are achieving a degree of assimilation into the mainstream culture, begin to dress, speak, and act *in public* in ways that make it difficult to distinguish them from others who are *no longer easily perceived as newcomers to the mainstream society*. These particular students, and perhaps their families, are already on the road to *passing* or *crossing over* from one culture to another.

This often means that these families have begun to resolve problems associated with the disadvantaged economic and social conditions that comprise their major daily preoccupation, and can now divert larger amounts of attention and energy, perhaps even capital, to their educational needs.

Characteristics of Effective Involvement

☐ Important distinctions that spell success.

School and community programs that evidence the most success in getting and keeping migrant farmworker parents, families and communities interested and involved have a number of important characteristics that distinguish them, as follows:

- A primary focus on the *whole* family's socioeconomic and educational needs;
- Availability and accessibility of school personnel who have *other-language capacities* and display *cross-cultural sensitivity*;
- Recognition by both parties, school and families, of the important *similarities and differences* between them, and ways to address these constructively;
- An operational awareness of the levels of *literacy and education*, and the *degree of acculturation*, of the migrant farmworker community;
- An understanding of the *aspirations* of individuals, families and the community, and *realistic perceptions* of their capabilities to achieve them;
- Public demonstration of appropriate displays of *respect and admiration* for the efforts and accomplishments of these families and communities in light of the constellation of socioeconomic barriers they face in day-to-day living.

DYNAMIC FAMILY PROGRAMS

☐ Selected exemplary programs with potential for serving the migrant farmworker community.

The programs mentioned briefly in this section exemplify many of the effective characteristics outlined above. They have been selected from among many exemplary programs primarily because of their experience with or potential for serving the migrant farmworker community. A number of other resources not detailed here may be identified in the sections entitled *Special Resources* and *List of National Resources* located at the end of this volume in the *Directory of Selected References and Resources.*

Administrators and teachers of Adult Education, Literacy, and Migrant Education, who are interested in improving services to migrant farmworker communities in their areas are advised to become acquainted with these effective programs and services.

❑ **The Barbara Bush Foundation for Family Literacy**

The Barbara Bush Foundation for Family Literacy. A public, non-profit organization founded in Washington, DC in March 1989, The Barbara Bush Foundation for Family Literacy has a most impressive mission:

- *To establish literacy as a value in every family* in America by helping families to understand that the home is the child's first school, that the parent is the child's first teacher, and that reading is the child's first subject.
- *To break the intergenerational cycle of illiteracy* by helping provide family learning so parents and their children may learn to read together with materials and instruction appropriate to their needs.
- *To support the development of family literacy programs* by helping to mobilize the creativity, resources and will of the country to build a nation of readers by building families of readers.

In pursuit of its mission, the Foundation has undertaken the following tasks: identify programs that work; award grants to establish intergenerational programs; provide seed money for community planning of intergenerational literacy efforts; support training and professional development for teachers; encourage public recognition of outstanding individuals and programs in this field; and publish materials, how-to guides and lists of resources.

❑ ***La Familia* Program**

La Familia Program. A statewide program that was founded in California approximately 15 years ago as a private, nonprofit, community-based organization. For the past 5 years, it has operated under the aegis of the Migrant Education Division of the California Department of Education, while preserving its close ties to *the migrant farmworker community and continuing its program of education for whole family units*.

La Familia develops and coordinates a growing network of Migrant Parent Advisory Committees, adding new committees every year as more school districts become receptive to the idea of moving beyond traditional methods and practices of relating to parents and the community. *La Familia is designed to serve all members of the migrant family from age 4 and up* with bilingual (Spanish-English) programs and services based on a detailed needs assessment. These programs are closely coordinated with the Migrant Education regional staff, the local school district, adult and vocational education programs and community colleges.

Examples of available *La Familia* services include English as a Second Language (ESL), its vocational counterpart

(VESL), civics studies and citizenship preparation, Adult Basic Education (ABE), parenting skills, parent-child communication skills, consumer education and protection, high school completion or GED, individual and family counseling services, and tutorials for special academic needs.

☐ **BEST-PAL (Basic Education Skills Through - Parent Affective Learning)**

BEST-PAL (Basic Education Skills Through - Parent Affective Learning). Located at the Brevard Community College in Cocoa, Florida, BEST-PAL was developed in 1983-84 with a Special Demonstration Project Grant of the Adult Education Act. It was created *specifically for undereducated parents of low socioeconomic status*. The program is designed to teach parenting skills while also serving as an Adult Basic Education (ABE) reading comprehension curriculum. It also acts in conjunction with literacy awareness and recruitment activities, and helps develop parent support groups in communities where ABE classes are held.

☐ **The Kenan Family Literacy Project**

The Kenan Family Literacy Project. A Louisville-based non-profit project was adapted from the original Parent and Child Education (PACE) program of the Kentucky State Department of Education. It successfully instills positive attitudes about education in *undereducated parents with young, school-age children*. Parents spend nine hours a week in academic instruction which includes pre-employment skills, self-esteem building, and job readiness preparation. Three days a week, parents and children participate jointly in learning and developmental activities.

☐ **Family Learning and Resource Center (FLAR)**

Family Learning and Resource Center (FLAR). Co-founded in 1987 by the Adult Education Department and the Office of School-Community Relations of the Detroit Public School System as a *parenting program*. Thirty elementary schools are involved in FLAR's programs that help guide parents and their children in active communication, positive disciplining and goal setting.

☐ **Dover Adult Learning Center (DALC)**

Dover Adult Learning Center (DALC). The DALC *Family School Program* of the New Hampshire Department of Education is designed *to serve parents who are school dropouts and have pre-school children*. Adult basic education teachers and parents meet for two sessions a week of three and one-half hours each to do basic literacy and pre-GED work, while other school staff supervise children's activities. The parents' educational units include discussions of real-life issues such as child health care and tenants' rights.

☐ **A Partnership Model for Family English Literacy**

A Partnership Model for Family English Literacy. A project developed at Texas A & I University, Kingsville, Texas as a family literacy English model program *for limited English proficient parents who have little or no literacy in their native language*. The program offers English instruction, basic reading, writing, and math skills, and includes parenting skills and instruction on how undereducated parents can help children learn.

☐ **Project Even Start**

Project Even Start. Funded by the Washington State Adult Education Office, Project Even Start offers *remedial instruction to parents* in 13 sites across the state. The goals of the programs are:

- To help parents recognize that they can be the most effective teachers of their children;
- To provide illiterate and semi-literate parents with the basic educational and parenting skills which will increase self-esteem and confidence in their ability to assist their children in the learning process;
- To enhance children's learning experiences in formal educational settings by providing them with a positive home environment which contributes to their motivation to learn.

☐ **Family English Literacy Network**

Family English Literacy Network. A Miami-based Florida International University Family English Literacy Network project is *designed to prepare Hispanic and Haitian limited English proficient (LEP) parents in literacy, ESL, and parental involvement in school activities*. A variety of competency-based life-skills textbooks, bilingual manuals and materials are used.

☐ **Family Initiative for English Literacy (Project FIEL)**

Family Initiative for English Literacy (Project FIEL). This project is coordinated by the El Paso Community College and five school districts in the El Paso, TX area. FIEL *emphasizes language and literacy skills for LEP parents and improving literacy behaviors for LEP parents and their children*. Instruction is available in Spanish and English.

☐ **Mother's Reading Program (American Reading Council)**

Mother's Reading Program (American Reading Council). Located in New York City, this is *an intergenerational literacy program for limited English proficient (LEP) mothers of children attending Head Start*. Using the philosophy and methodology of Paulo Freire, mothers learn to read and write by examining their own life circumstances.

☐ **One Teaches One Illiteracy Project**

One Teaches One Illiteracy Project Sponsored and supported by the Puerto Rico Department of Education in Rio Piedras, PR, the One Teaches One program *provides literacy training for parents of Head Start children* in five local communities.

- **Family English Literacy Project (FELP)**

Family English Literacy Project (FELP). A project of the Cross Cultural Resource Center of the California State University at Sacramento, FELP coordinates with four Sacramento-Stockton area school districts to *provide language training and parenting skills to LEP adults*. The program *focuses on whole family units* and serves the following language groups: *Cantonese, Hmong, Lao, Mien, Spanish, Russian, and Vietnamese.*

- **SER Family Learning Centers (FLCs)**

SER Family Learning Centers (FLCs). Headquartered in Dallas, Texas and operating at 36 locations in 12 states and the District of Columbia, FLCs *provide basic skills and literacy instruction to all members of families affected by illiteracy*. Additional services include *job skills, remediation, and intergenerational child care,* in which senior citizens are employed or volunteer as caregivers. Linkages are maintained with parents and school officials to help improve the education of children.

Human Interaction and Group Dynamics

Historically, the planning emphasis for parent involvement activities has been on teaching the parent to teach or help the child, and the effectiveness of these activities has been measured in terms of the child's school performance. A second focus has been, and continues to be, on the role of the parent as some sort of volunteer adjunct staff for co-curricular and extramural school activities.

- Belief in the importance of parental involvement has evolved into legal requirements.

This belief in the importance of parental involvement has evolved into legal requirements mandating parental involvement to help set *policy and direction* for such programs as Head Start, Handicapped Children's Early Education, and other early childhood education programs.

- Parents have not been regarded as individuals with their own unique needs and desires.

While it would be unthinkable for early childhood education practitioners to attempt to serve all children in the same manner, their parents, until fairly recently, have not been regarded as individuals with their own unique needs and desires. This generalized perception of parents and families, and insensitivity to individual needs and skills, have often led to limited and disappointing community responses to school programs.

❑ The negative effects upon them reach through to their children and other family members.

When migrant farmworker parents and families are similarly perceived and insensitively treated, the negative effects upon them reach through to their children and other family members, further widening the gap between school and the migrant farmworker community. *It is reasonable to assume that this kind of institutional disregard of commonly known tenets about human interaction and group dynamics may easily lead to a loss of confidence in educational processes and other community-serving institutions.*

Parents, Schools, And The Law

❑ Every state has some form of compulsory school attendance laws.

Few migrant farmworker parents, excepting some of those who may have participated in special parenting classes or received civics instruction, are aware that every state has some form of compulsory school attendance laws. This unawareness, when coupled with a need for the contribution of all family members to ensure economic survival, and with lax agricultural child labor laws, forms *a grievous condition that is most unlikely to serve as a sound basis for establishing good school and farmworker community relations.*

❑ It may be useful to look at a general summary of typical rights that all parents enjoy under these laws.

Generally, these laws are expressed in terms of an age range within which a child is expected to be enrolled in school, typically from ages 6 to 16. The laws provide penalties for parents and guardians who willfully keep children out of school. It may be useful to look at a general summary of typical rights that all parents enjoy under these laws, and which are largely unknown to farmworker parents. These rights are paraphrased as extracted from the laws, as follows:

- Parents have a right to educate their children in whatever way they believe in.
- The state cannot impose on all parents any kind of educational monopoly, of schools, methods, materials, or whatever.
- Parents are assumed to be competent to teach their children until proved otherwise.
- In order to prove that parents are incompetent or their educational plans are inadequate, the state must show that its own requirements, regulations, methodology, etc., are educationally necessary and do in fact produce, in its own schools, better results than the parents get or are likely to get.

- The state may not deprive parents of these rights for arbitrary reasons, but only for serious educational ones, which it must make known to parents through appropriate due process.

❑ Invite farmworker communities to participate.

It would appear that much benefit could accrue to the migrant farmworker community if administrators and teachers of Adult Education, Migrant Education and Migrant Head Start *met together in conference to develop a joint agenda based on these legal propositions, and invited farmworker parents, families and community to participate.*

LESSONS LEARNED

❑ These lessons appear to be universal, and applicable to relations between migrant farmworker communities and schools.

Many years spent in efforts to improve the state of parental, family and community involvement with schools and educational programs have yielded some important lessons and experiences. The lessons seem to be equally useful in designing effective strategies for improving these relationships and enhancing involvement. We have learned that school and community relations, if they are to be effective, must consider the following:

- The educational and developmental levels of the parents, families and communities;
- The kinds and amounts of risks and stress being experienced;
- The range and types of program activities that may meet basic skills requirements;
- The kinds and quality of support services and activities required to ameliorate negative conditions and promote positive ones.

Migrant farmworker communities have little, if any, experience with these particular lessons in the context of relationships with teaching institutions. Their experiences are much more primal, and deal with the total consumption of their limited resources on matters of survival.

❑ Little time, energy or money with which to develop the strong linkages that characterize relationships in the middle class mainstream society.

Adult educational programs and support services that do extend their missions into the migrant farmworker communities also strain their limited resources in order to do so. There has been little time, energy or money with which to develop the strong linkages between school and farmworker community that characterize similar types of relationships that exist, *pro forma*, in the middle class mainstream society.

Unfortunately, the issue is larger and more complex than one of limited resources. Too many educational programs and migrant farmworker communities appear to have been *content to live and work literally side-by-side for generations with neither moving to reach out to each other.*

❏ A classic case of benevolent neglect.

There are noteworthy exceptions, of course, and some of them are cited in this work. By and large, however, what generally passes for relations between schools and farmworker parents and families in most rural communities may be characterized as *a classic case of benevolent neglect.*

PARENTS, FAMILY LITERACY AND ADULT EDUCATION CHECKLIST

ACTIVITY

To assist adult education practitioners to meet the basic skills and literacy needs of the migrant farmworker community by maximizing the utilization of contemporary programs available in parenting skills and family and intergenerational literacy.

To support such innovative approaches as *home-based and workplace instruction, and child-parent co-learning* for their potential benefit to the adult migrant farmworker learner. Especially valuable are adult learning opportunities that offer *competency-based life-skills approaches* to literacy and basic education.

CONCEPT

What began about 100 years ago as parent-teacher-child conferences has today entered a new phase in parental involvement in educational affairs. *Education is rapidly placing parents in the primary role of learners.* This relatively new participatory learning for adults, parents, families and communities, generally called *literacy training*, is fueled by urgent, national socioeconomic needs to improve the literacy of American adults.

As in other instances of social invention and innovation, these new efforts to educate illiterate adults, in general, may open the door to increased educational opportunities for adult migrant farmworkers and their families, in particular.

Many existing educational programs, designed to combat illiteracy in individual adults, in family units and in workplaces, that have started or expanded since the pro-literacy drives got underway, are *potentially adaptable* to meet adult migrant farmworker needs.

Adult literacy learning approximates the optimum response to realistic farmworker educational needs when it is integrated by instruction in *parenting skills, self-esteem development, teaching others to learn, techniques for learning to learn, citizenship preparation, and school and community involvement skills.*

TASKS

☐ ***Does your institution have a program that is designed to involve parents, families, and community*** in the development and implementation of its educational and training programs? If not, why not?

☐ ***Is the concept of adults and children sharing the learning experience applied?*** Is it an important feature of the involvement?

☐ ***Does your institution maintain linkages*** with adult, family and intergenerational literacy programs offered by other agencies in the service delivery area? Do you make referrals to them? Do you exchange information and expertise?

☐ ***Is your institution a participant in the state and national networks*** providing training and technical assistance, professional consultation services, workshops and specially designed materials? If yes, how do you utilize their services? How do you contribute to the networks?

☐ ***The program content listed below is offered by numerous organizations*** around the country (some of which are identified in this section and in the *Directory of Selected References and Resources*). These agencies appear to have philosophies and practices compatible with adult migrant farmworker needs.

The list represents very effective responses to *needs and wants* consistently identified by migrant farmworker communities. These contents make excellent *life-skills applications* in a literacy and basic skills curriculum intended for adult learners.

- Teaching parents to teach their children.
- Self-esteem and confidence development.
- Cultural and community awareness.
- Parental involvement in setting learning objectives for children.
- Civic and school involvement training.
- Pre-primary children and parents participating together in classroom and home activities.
- Parent empowerment projects; developing support groups to create positive change.

- Parenting skills for raising children in a new culture.
- Televised lessons on English skills and parent leadership themes, such as school curriculum development, conferences, home learning situations.
- Dealing with learning disabilities; dyslexia, undiagnosed and untreated disabilities.
- Home-based programs that coach parents at home to prepare pre-school children.
- Literacy training and stress management; nutrition instruction; arts and crafts.
- Development of curricula that accentuates family-centered education and assists in solving community problems.
- Designing and offering workshops for families to strengthen communication skills within the family on such topics as: the physical and emotional aspects of maturation; learning to listen and talk with children and others about responsible decision making related to human sexuality, drugs, tobacco, and alcohol.
- Family educational counseling services; individualized education plan development; one-on-one tutoring plans, small group instruction, and life and work skills orientation.
- Improving "literacy behaviors" that include parenting skills supportive of a home environment conducive to learning and school achievement for children.

☐ ***Are any of the above included in your institution's offerings of adult basic education and literacy training?*** What about the others? Do you know how to obtain information about these programs? Can you locate and access resource agencies that provide training and technical assistance in developing these programs?

☐ ***Does your educational agency include parents, families and local communities in administration and program activities?*** Are they involved in some or all of the following matters?

- Public financing of schools.
- Theories of education and human development.
- Teacher preparation, credentials and compensation.
- Development of curriculum and instruction.

- Quality and content of textbooks and other learning tools.
- Student performance and evaluation.
- Institutional rules and regulations.
- Student discipline.

☐ ***If they are involved, what is the effect of their involvement*** on the performance ability of students? On the effectiveness of instruction? On the efficiency of institutional administration? On community-institution relations? If not involved, why not?

☐ ***Differences in language and culture can affect the quality of communication*** and become barriers to parental and community involvement in educational affairs. In recognition of this condition, does your institution make the following efforts to reduce these differences?

- Conduct meetings, conferences, and workshops in the *language of choice* of the parents, families and community you wish to impact.
- Ensure that public announcements, statements and presentations by institutional personnel, *targeted to any audience,* are culturally responsive and linguistically sensitive to ethnic minority groups.
- Adopt means of communication with parents, families and communities that are compatible with their level of literacy and degree of assimilation in the mainstream culture.

☐ ***What do your institutional personnel know about the area's migrant farmworker parents, families and community?*** How will knowing or learning about some of the following help increase institution-community relations and involvement?

- What are the literacy levels and communication skills of these parents, family units, and community?
- What is the degree and quality of assimilation of this community into the mainstream culture?
- What is the migrant farmworker family's economic condition and its logistical capabilities?
- How may a comparison between the languages, cultures and value systems of the two communities, educational and migrant farmworker, contribute to improvements for both?

- How may candid perceptions and discussions of values, expressed in terms of learning versus working and wage-earning, help to assess attitudes toward learning?
- What can be done to assess the private hopes and aspirations held by the migrant farmworker community and its families? What can adult education services and literacy programs do about them?

☐ ***Successful involvement of migrant farmworker parents, families and communities*** in educational affairs requires understanding of several important and distinguishing factors. Do your institution's policies and practices reflect an awareness of these?

- A recognition of the *whole* family's socioeconomic and educational condition in planning involvement activities;
- Availability and accessibility of institutional personnel who have *other-language capacities* and display *cross-cultural sensitivity*;
- An understanding of the *aspirations* of individuals, families and the community, and *realistic perceptions* of their capabilities to achieve them;
- Public recognition for the efforts and accomplishments of these families and communities in light of the constellation of socioeconomic barriers they face in day-to-day living.

RESOURCES

Consult the *Directory of Selected References and Resources* at the end of this volume, particularly the section identified as *Special Resources*, and the *List of National Resources*.

DIRECTORY OF SELECTED REFERENCES AND RESOURCES

This collection of references and resources has been selected for its potential usefulness to teachers, administrators and other practitioners of Adult Education, and for its special relevance to the educational, social and vocational needs of the adult migrant farmworker community.

☐ **List of State Resources**

☐ **CAMP and HEP Addresses**

☐ **List of National Resources**

☐ **Special Resources**

☐ **Special References**

☐ **Glossary of Acronyms**

LIST OF STATE RESOURCES

KEY:

A. State Office of Adult Education

B. State Office of Migrant Education

C. State Office of Farmworker Monitor Advocate

D. Regional Offices for Migrant Health Programs (DHHS Public Health Services)

E. Migrant Legal Assistance Services

F. Agencies operating Employment and Training programs funded by JTPA, Title IV, Section 402

Alabama

A. Coordinator, ABE, State Office Building, 501 Dexter Avenue, Montgomery, AL 36130. (205) 261-5729.

B. Migrant Education Program, State Department of Eduction, State Office Building, Montgomery, AL 36130. (205) 261-5145.

C. Monitor Advocate, Department of Industrial Relations, 649 Monroe Street, Montgomery, AL 36130. (205) 261-5370.

D. Region IV: 101 Marietta Tower, Suite 1221, Atlanta, GA 30323. (404) 331-2316.

E. None listed.

F. Rural Alabama Development Corporation, 1400 South Decatur Street, P.O. Box 1750, Montgomery, AL 36102. (205) 262-3516.

Alaska

A. Director, Adult and Vocational Education, Alaska Department of Education, Box F, Juneau, AK 99811. (907) 465-4685.

B. Migrant Education Program, Alaska Department of Education, Alaska Office Building, Pouch F, Juneau, AK 99811. (907) 465-2824.

C. Monitor Advocate, Alaska Employment Security Division, Alaska Department of Labor, P.O. Box 37000, Juneau, AK 99811. (907) 465-4531.

D. None Listed.

E. None Listed.

F. None Listed.

Arizona

A. Director, Adult Education, Arizona State Department of Education, 1535 West Jefferson Street, Phoenix, AZ 85007. (602) 542-5281.

B. Migrant Child Education Unit, Arizona Department of Education, 1535 West Jefferson Street, Phoenix, AZ 85007. (602) 542-3204.

C. Monitor Advocate, Department of Economic Security, 1300 West Washington Street, P.O. Box 6123-730A, Phoenix, AZ 85005. (602) 255-4020.

D. Region IX: 50 United Nations Plaza, San Francisco, CA 94102. (415) 556-5810.

E. Community Legal Services, Inc., Farmworker Program, 9306 West Van Buren, Tolleson, AZ 85353. (602) 936-1443.

F. Portable Practical Educational Preparation, Inc., 806 East 46th Street, Tucson, AZ 85713. (602) 622-3553.

Arkansas

A. Coordinator of Adult Education Section, Arkansas Department of Education, 2020 West Third Street, Suite 620, Little Rock, AR 72201. (501) 371-2263.

B. State Supervisor of Migrant Education, State Department of Education, Arch Ford Education Building, Little Rock, AR 72201. (501) 682-4570.

C. Monitor Advocate, Employment Security Division, Employment Security Division Building, State Capitol Mall, P.O. Box 2981, Little Rock, AR 72203. (501) 682-3355.

D. Region IX: 50 United Nations Plaza, San Francisco, CA 94102. (415) 556-5810.

E. None Listed.

F. Arkansas Human Development Corporation, 2020 West Third, Suite 320, P.O. Box 4241, Little Rock, AR 72205. (501) 374-1103.

California

A. State Director, Adult Education, P.O. Box 944272, Sacramento, CA 94244-2720. (916) 322-2175.

B. Migrant Education Office, State Department of Education, 721 Capitol Mall, Sacramento, CA 95814. (916) 323-6919.

C. Monitor Advocate, Employment Development Department, (ATTN: MIC 74), 800 Capitol Mall, P.O. Box 942880, Sacramento, CA 94280-0001. (916) 322-4907.

D. Region IX: 50 United Nations Plaza, San Francisco, CA 94102. (415) 556-5810.

E. California Rural Legal Assistance, 2100 Tulare Street, Suite 200, Fresno, CA 93907. (209) 441-8721.

F. 1) California Human Development Corporation, 3315 Airway Drive, Santa Rosa, CA 95403. (707) 523-1155.

   2) Center for Employment Training, 701 Vine Street, San Jose, CA 95110. (408) 287-7924.

   3) Central Valley Opportunity Center, 1743 North Ashby Road, Merced, CA 95340. (209) 383-2415.

   4) Employers' Training Resource, 2001 28th Street, Bakersfield, CA 93301. (805) 861-2495.

   5) Proteus Training and Employment, Inc., 4612 West Mineral King Avenue, P.O. Box 727, Visalia, CA 93279. (209) 733-5423.

Colorado

A. State Director, ABE, Division of Adult Education, Colorado State Department of Education, 201 East Colfax Avenue, Denver, CO 80203. (303) 866-6611.

B. Migrant Education Program, Colorado Department of Education, 201 East Colfax Avenue, Room 401, Denver, CO 80203. (303) 866-6758.

C. Monitor Advocate, Colorado Department of Labor and Employment, 600 Grant Street, 9th Floor, Denver, CO 80203. (303) 837-3823.

D. Region VIII: Federal Building, 1061 Stout Street, Denver, CO 80294. (303) 844-6163.

E. Colorado Rural Legal Services, 2801 East Colfax Avenue, Suite 104, Denver, CO 80206. (303) 393-0323.

F. Rocky Mountain SER, 4100 West 38th Avenue, P.O. Box 11148, Denver, CO 80211. (303) 480-9394.

Connecticut

A. Division of Voc/Tech and Adult Education, Bureau of Adult Education, State Department of Education, 25 Industrial Park Road, Middletown, CT 06457.(203) 638-4035.

B. State Director, Migrant Education, Division of Education Support Services, 25 Industrial Park Road, Middletown, CT 06457. (203) 638-4225.

C. Monitor Advocate, Connecticut Labor Department, 200 Folly Boulevard, Wethersfield, CT 06109. (203) 566-2319.

D. Region I: John F. Kennedy Federal Building, Boston, MA 02203. (617) 565-1420.

E. Neighborhood Legal Services, 1229 Albany Avenue, Hartford, CT 06112.(203) 278-6850.

F. None Listed.

Delaware

A. State Supervisor, Adult/Community Education, P.O. Box 1402, J.G. Townsend Building, Dover, DE 19901. (302) 736-4668.

B. State Specialist, Migrant Education, J.G. Townsend Building, P.O. Box 1402, Dover, DE 19901. (302) 736-4667.

C. Monitor Advocate, Delaware Employment Security, University Plaza, Stockton Building, P.O. Box 9499. Newark, DE 19714-9499. (302) 368-6905.

D. Region III: P.O. Box 13716, Philadelphia, PA 19101. (215) 596-6637.

E. None Listed.

F. Telemon Corporation, 315 South State Street, P.O. Box 33315, Dover, DE 19901. (302) 734-1903.

Florida

A. Bureau of Adult and Community Education, Knott Building, Tallahassee, FL 32301. (904) 488-8201.

B. Federal Compensatory Education, State Department of Education, Knott Building, Tallahassee, FL 32301.

C. Monitor Advocate, Department of Labor and Employment Security, Berkeley Building, Suite 207, 2590 Executive Center Circle East, Tallahassee FL 32399-2159. (907) 487-4105.

D. Region IV: 101 Marietta Tower, Suite 1221, Atlanta, GA 30323. (404) 331-2316.

E. Florida Rural Legal Services, 305 North Jackson Avenue, P.O. Drawer 1499, Bartow, FL 33830. (813) 534-1781.

F. Florida Department of Education, Adult Migrant Program, 3801 Corporex Park Drive, Suite #200, Tampa, FL 33619. (813) 272-3796.

Georgia

A. Assistant Commissioner for Adult Literacy, Georgia Department of Technical and Adult Education, 660 South Tower, One CNN Center, Atlanta, GA 30303-2705. (404) 656-5845.

B. Migrant/ESOL Programs, Georgia Department of Education, 1958 Twin Towers East, Atlanta, GA 30334-5080. (404) 656-4995.

C. Monitor Advocate, Georgia Department of Labor, 148 International Boulevard NE, Room 400, Atlanta, GA 30303. (404) 656-6380.

D. Region IV: 101 Marietta Tower, Suite 1221, Atlanta, GA 30323. (404) 331-2316.

E. Georgia Legal Services, Farmworker Division, 6519 Spring Street, Douglasville, GA 30134. (404) 942-3141.

F. Telemon Corporation, 1776 Peachtree Street NW, Suite #625 North, Atlanta, GA 30309. (404) 873-6575.

Hawaii

A. Administrator, Adult and Early Childhood Section, Department of Education, c/o Hahaione Elementary School, 595 Pepeekoo Street, H-2, Honolulu, HI, 96825. (808) 395-9451.

B. None Listed.

C. Monitor Advocate, Department of Labor and Industrial Relations, 830 Punchbowl Street, Room 329, Honolulu, HI 96813. (808) 548-2830.

D. None Listed.

E. None Listed.

F. Maui Economic Opportunity, Inc., 189 Kaahumanu, P.O. Box 2122, Kahului, HI 96732. (808) 871-9591.

Idaho

A. Coordinator, Adult Education, Idaho State Department of Education, Len B. Jordon Office Building, 650 W. State Street, Boise, ID, 83720. (208) 334-2187.

B. Coordinator, Migrant Education, State Department of Education, 650 West State Street, Boise, ID 83720. (208) 334-2195.

C. Monitor Advocate, Idaho Department of Employment, 317 Main Street, Boise, ID 83735. (208) 334-6138.

D. Region X: 2201 Sixth Avenue, Seattle, WA 98121. (206) 442-0430.

E. Idaho Legal Aid Services, Inc., Migrant Farmworker Law Unit, 317 Happy Day Boulevard, Suite 210, P.O. Box 1116, Caldwell, ID 83606. (208) 454-2591.

F. Idaho Migrant Council, Inc., 104 North Kimball, P.O. Box 490, Caldwell, ID 83606-0490. (208) 454-1652.

Illinois

A. Director, Adult Education, Department of Adult, Voc/Tech Education, Illinois State Board of Education, 100 North First Street—E-439, Springfield, IL 62777. (217) 782-3370.

B. State Migrant Coordinator, Illinois State Board of Education, 100 North First Street, Springfield, IL 62777. (217) 782-6038.

C. Monitor Advocate, Illinois Department of Employment Security, 401 South State Street, 3rd Floor South/3W-2C, Chicago, IL 60605. (312) 793-6811.

D. Region V: 105 West Adams Street, 17th Floor, Chicago, IL 60606. (312) 353-1385.

E. Illinois Migrant Legal Assistance Project, 343 South Dearborn Street, Suite 700, Chicago, IL 60604. (312) 341-9180.

F. Illinois Migrant Council, 28 East Jackson Boulevard., Suite 1600, Chicago, IL 60604. (312) 663-1522.

Indiana

A. Director, Division of Adult and Community Education, State House, Room 229, Indianapolis, IN 46204. (317) 232-0522.

B. Division of Language Minority and Migrant Programs, State Department of Education, State House, Room 229, Indianapolis, IN 46204. (317) 232-0555.

C. Monitor Advocate, Department of Employment and Training Services, 10 North Senate Avenue, Room 103, Indianapolis, IN 46204. (317) 232-7485.

D. Region V: 105 West Adams Street, 17th Floor, Chicago, IL 60606. (312) 353-1385.

E. Legal Services Organization of Indiana, Inc., 107 North Pennsylvania, Suite 1008, Indianapolis, IN 46204. (317) 631-1395.

F. Telamon Corporation, 2511 East 46th Street, Suite #2, Indianapolis, IN 46205. (317) 547-1924.

Iowa

A. Chief, Adult Education, State Department of Education, Grimes State Office Building, Des Moines, IA 50319-0146. (515) 281-3671.

B. Migrant State Director, Chief, Chapter 1, ECTA, Bureau of Federal School Improvement, Iowa Department of Education, Grimes State Office Building, Des Moines, IA 50319. (515) 281-3999.

C. Monitor Advocate, Department of Employment Services, 1000 East Grand Avenue, Des Moines, IA 50319. (515) 281-5854.

D. Region VII: 601 East 12th Street, Room 501, Kansas City, MO 64106. (816) 426-3291.

E. Legal Services Corporation of Iowa, 430 Iowa Avenue, Iowa City, IA 52240-5303. (515) 243-2151.

F. Proteus Employment Opportunities, Inc.,175 NW 57th Place, P.O. Box 10385, Des Moines, IA 50306. (515) 244-5694.

Kansas

A. Director, Adult Education, Kansas State Department of Education, 120 East 10th Street, Topeka, KS 66612. (913) 296-3191.

B. State and Federal Program Administration, State Department of Education, 120 East 10th Street, Topeka, KS 66612. (913) 296-3161.

C. Monitor Advocate, Department of Human Resources, 401 South Topeka, Topeka, KS 66603. (913) 296-5170.

D. Region VII: 601 East 12th Street, Room 501, Kansas City, MO 64106. (816) 426-3291.

E. Kansas Rural Legal Services, 120 Grant Avenue, Garden City, KS 67846. (316) 275-0238.

F. SER Corporation of Kansas, 709 East 21st Street, Witchita, KS 67214. (316) 264-5372.

Kentucky

A. Adult Education Division, Office of Federal Programs, State Department of Education, Frankfort, KY 40601. (502) 564-3921.

B. Division of Compensatory Education, State Department of Education, Capitol Plaza Tower, Room 1709, Frankfort, KY 40601. (502) 564-3301.

C. Monitor Advocate, Department for Employment Services, Cabinet for Human Resources, 275 East Main, 2nd Floor West, Frankfort, KY 40621. (502) 564-2918.

D. None Listed.

E. Western Kentucky Legal Services, 333 Union Street, Madisonville, KY 42431. (502) 825-3801.

F. Kentucky Farmworker Programs, Inc., 1844 Lyda Street, P.O. Box 1156, Bowling Green, KY 42101. (502) 782-2330.

Louisiana

A. Adult Education, Louisiana Department of Education, P.O. Box 44064, Capitol Station, Baton Rouge, LA 70804. (504) 342-3510.

B. Louisiana Department of Education, 654 Main Street, P.O. Box 94064, Baton Rouge, LA 70804-9064. (504) 342-3517.

C. Monitor Advocate, Louisiana Dept. of Labor, 1001 North 23rd Street, P.O. Box 94094, Baton Rouge, LA 70804-9094. (504) 342-3011.

D. None Listed.

E. Farmworkers Legal Assistance Project, 1020 Surrey Street, P.O. Box 4823, Lafayette, LA 70502. (318) 237-4320.

F. Motivation Education & Training, Inc. of Louisiana, 311 North State Street, P.O. Box 781, Jennings, LA 70546. (318) 824-6780.

Maine

A. Director, Division of Adult and Community Education, State House Station-No. 23, Augusta, ME 04333. (207) 289-5854.

B. Coordinator, Migrant Services, National State Division of Migrant Services, 24 Stone Street, Augusta, ME 04333. (207) 289-5170.

C. Monitor Advocate, Job Service Division, Maine Department of Labor, 20 Union Street, P.O. Box 309, Augusta, ME 04330. (207) 289-5568.

D. Region I: John F. Kennedy Federal Building, Boston, MA 02203. (617) 565-1420.

E. Pine Tree Legal Assistance, Farmworker Unit, 61 Main Street, Room 39, Bangor, ME 04401. (207) 942-0673.

F. Training and Development Corporation, 117 Broadway, P.O. Box 1136, Bangor, ME 04401. (207) 469-6348.

Maryland

A. Adult and Community Education Branch, Maryland State Department of Education, 200 West Baltimore Street, Baltimore, MD 21201. (301) 333-2361.

B. Compensatory Education Branch, Division of Compensatory, Urban and Supplementary Programs, State Department of Education, 200 West Baltimore Street, Baltimore, MD 21201. (301) 333-2413.

C. Monitor Advocate, Department of Economic and Employment Development, 1123 North Eutaw Street, Room 701, Baltimore, MD 21201. (301) 333-5365.

D. Region III: P.O. Box 13716, Philadelphia, PA 19101. (215) 596-6637.

E. Legal Aid Bureau, Inc., 111 High Street, Salisbury, MD 21801. (301) 546-5511.

F. Telemon Corporation, 237 Florida Avenue, Salisbury, MD 21801-5814. (301) 546-4604.

Massachusetts

A. Bureau of Adult Services, Massachusetts Department of Education, Quincy Center Plaza, 1385 Hancock Street, Quincy, MA 02169. (617) 770-7581.

B. EDCO Collaborative (Operating Agency for the Massachusetts Migrant Education Program), 20 Kent Street, Brookline, MA 02146. (617) 738-5600.

C. Monitor Advocate, Division of Employment Security, Charles F. Hurley Building, Government Center, 19 Staniford Street, Boston, MA 02114. (617) 727-9386.

D. Region I: John F. Kennedy Federal Building, Boston, MA 02203. (617) 565-1420.

E. Western Massachusetts Legal Services, Inc., 145 State Street, Springfield, MA 01103. (413) 781-7814.

F. New England Farm Workers' Council, Inc., 1628-1640 Main Street, Springfield MA 01103. (413) 781-2145.

Michigan

A. Adult Extended Learning Services, Michigan Department of Education, P.O. Box 30008, Lansing, MI 48909. (517) 373-8425.

B. Migrant Education Office, State Department of Education, P.O. Box 30008, Lansing, MI 48909. (517) 373-4581.

C. Monitor Advocate, Employment Security Commission, Michigan Department of Labor, 7310 Woodward Avenue, Room 422, Detroit, MI 48202. (313) 876-5304.

D. Region V: 105 West Adams Street, 17th Floor, Chicago, IL 60606. (312) 353-1385.

E. Michigan Migrant Legal Assistance Project, Inc., 49 Monroe Center NW, Suite 3-A, Grand Rapids, MI 48503-2933. (616) 454-5055.

F. Michigan Economics for Human Development, 3186 Pine Tree Road, Lansing MI 48911. (517) 394-4110.

Minnesota

A. Manager, Community and Adult Education, Department of Education, Room 639, Capitol Square Building, 500 Cedar Street, St. Paul, MN 55101. (612) 296-6130.

B. Supervisor, Special Programs, Minnesota Department of Education, 550 Cedar Street, St. Paul, MN 55101. (612) 296-2181.

C. Monitor Advocate, Minnesota Department of Jobs and Training, 390 North Robert Street, St. Paul, MN 55101. (612) 296-4296.

D. Region V: 105 West Adams Street, 17th Floor, Chicago, IL 60606. (312) 353-1385.

E. Southern Minnesota Regional Legal Services, Migrant Legal Services, 700 Minnesota Building, St. Paul, MN 55101. (612) 291-2837.

F. Minnesota Migrant Council, Inc., 35 Wilson Avenue NE, P.O. Box 1231, St. Cloud, MN 56302. (612) 253-7010.

Mississippi

A. Division of Adult Education, State Department of Education, P.O. Box 771, Jackson, MS 39205. (601) 359-3464.

B. Supervisor, Special Projects, State Department of Education, P.O. Box 71, Jackson, MS 39205. (601) 359-3498.

C. Monitor Advocate, Mississippi Employment Security Commission, 1520 West Capital Street, P.O. Box 1699, Jackson, MS 39215-1699. (601) 961-7515.

D. None Listed.

E. None Listed.

F. Mississippi Delta Council for Farm Workers Opportunities, Inc., 1005 State Street, P.O. Box 542, Clarksdale, MS 38614. (601) 627-1121.

Missouri

A. Director, Adult Education, State Department of Elementary and Secondary Education, 213 Adams Street, P.O. Box 480, Jefferson City, MO 65102. (314) 751-0887.

B. Director, Migrant Education, Department of Elementary and Secondary Education, P.O. Box 480, Jefferson City, MO 65102. (314) 751-8287.

C. Monitor Advocate, Missouri Job Service, Division of Employment Security, 421 East Dunklin, P.O. Box 59, Jefferson City, MO 65104. (314) 751-2169.

D. Region VII: 601 East 12th Street, Room 501, Kansas City, MO 64106. (816) 426-3291.

E. Legal Aid of Western Missouri, 920 Southwest Boulevard, Kansas City, MO 64108. (816) 474-9866.

F. Rural Missouri, Inc., 1014 Northeast Drive, Jefferson City, MO 65109. (314) 635-0136.

Montana

A. Director, Adult Education, Office of the State Superintendent, State Capitol Building, Helena, MT 59620. (406) 444-4443.

B. Director, Chapter 1 Migrant Program, Office of Public Instruction, State Capitol, Helena, MT 59620. (406) 444-2423.

C. Monitor Advocate, Job Service and Training Division, Employment Security Commission, P. O. Box 1728, Helena, MT 59624. (406) 444-3241.

D. Region VIII: Federal Building, 1061 Stout Street, Denver, CO 80294. (303) 844-6163.

E. Montana Legal Services Association, 2905 Montana Avenue, Billings, MT 59101. (406) 248-4941.

F. Rural Employment Opportunities, 25 South Ewing, P.O. Box 831, Helena, MT 59624-0831. (406) 442-7850.

Nebraska

A. Director, Adult and Community Education, Nebraska Department of Education, 301 Centennial Mall South, Box 94987, Lincoln, NE 68509. (402) 471-4807.

B. Director, Migrant Education, State Department of Education, 301 Centennial Mall South, Box 94987, Lincoln NE 68509. (402) 471-3440.

C. Monitor Advocate, Job Service Division, Nebraska Department of Labor, 1717 Avenue C, P.O. Box 1468, Scottsbluff, NE 69361-5468. (308) 635-3191.

D. Region VII: 601 East 12th Street, Room 501, Kansas City, MO 64106. (816) 426-3291.

E. Western Nebraska Legal Services, 9 East 15th Street, P.O. Box 1365, Scottsbluff, NE 89701. (308) 632-4734.

F. Nebraska Association of Farmworkers, Inc., 200 South Sibler, P.O. Box 1459, North Platte, NE 69103-1459. (308) 534-2630.

Nevada

A. State Supervisor, Adult Basic Education, State Department of Education, 400 West King Street, Carson City, NV 89710. (702) 885-3133.

B. Coordinator for Migrant Education Programs, State Department of Education, 400 West King Street, Capitol Complex, Carson City, NV 89701. (702) 687-3187.

C. Monitor Advocate, Nevada Employment Security Department, 500 East Third Street, Carson City, NV 89713. (702) 885-4619.

D. None Listed.

E. Nevada Indian Rural Legal Services, 111 West Telegraph Street, Suite 101, Carson City, NV 89701. (702) 885-5110.

F. Center for Employment Training of Nevada, 1931 Sutro Street, Suite 103, Reno, NV 89512. (702) 348-8668.

New Hampshire

A. Adult Basic Education, New Hampshire Department of Education, 101 Pleasant Street, Concord, NH 03301. (603) 271-2247.

B. Migrant Education Program, State Department of Education, State Office Park South, 101 Pleasant Street, Concord, NH 03301. (603) 271-2717.

C. Monitor Advocate, Department of Employment Security, 32 South Maine Street, Concord, NH 03301. (603) 228-4083.

D. Region I: John F. Kennedy Federal Building, Boston, MA 02203. (617) 565-1420.

E. New Hampshire Legal Assistance, 15 Green Street, Concord, NH 03301. (603) 225-4700.

F. New England Farm Workers' Council, Inc., 922 Elm Street, Room 301, Manchester, NH 03101. (603) 622-8199.

New Jersey

A. Division of Adult Education, State Department of Education, 3535 Quakerbridge Road, CN 503, Trenton, NJ 08625-0503. (609) 588-3134.

B. Office of Migrant Education Programs, State Department of Education, 225 West State Street, Trenton, NJ 08625. (609) 292-8463.

C. Monitor Advocate, Affirmative Action Programs, New Jersey Department of Labor, Labor Building, Room 1309, Trenton, NJ 08625. (609) 292-7022.

D. Region VII: 601 East 12th Street, Room 501, Kansas City, MO 64106. (816) 426-3291.

E. Camden Regional Legal Services, Farmworker Division, 629 Wood Street, Vineland, NJ 08360. (609) 691-4500.

F. New Jersey Farmworker Opportunities, 535-537 Landis Avenue, Vineland, NJ 08360. (609) 696-1000.

New Mexico

A. State Director, Adult Basic Education, New Mexico Department of Education, Education Building, 300 Don Gaspar, Santa Fe, NM 87501. (505) 827-6675.

B. Director, Chapter 1 ECTA, State Department of Education, Santa Fe, NM 87501-2786. (505) 827-6534.

C. Monitor Advocate, New Mexico Department of Labor, 401 Broadway NE, P.O. Box 1928, Albuquerque, NM 87103. (505) 841-8475.

D. Region VI: 1200 Main Tower Building, Dallas, TX 75202. (214) 767-3879.

E. Southern New Mexico Legal Services, Centro Legal Campesino, 300 North Downtown Mall, Las Cruces, NM 88001. (505) 526-4451.

F. Home Education Livelihood Program, Inc., 3423 Central Avenue, Albuquerque, NM 87106. (505) 265-3717.

New York

A. Division of Continuing Education, New York State Education Department, Washington Avenue, Albany, NY 12234. (518) 474-5808.

B. Migrant Unit, School Improvement Programs, State Education Department, 883 Education Building Annex, Albany, NY 12234. (518) 474-1233.

C. Monitor Advocate, New York State Department of Labor, State Campus Building No. 12, Room 261, Albany, NY 12240. (518) 457-9023.

D. Region VII: 601 East 12th Street, Room 501, Kansas City, MO 64106. (816) 426-3291.

E. Farmworkers Legal Services of New York, Inc., 87 North Clinton Avenue, Rochester, NY 14604. (716) 325-3050.

F. Rural Opportunities, Inc., 339 East Avenue, Suite # 305, Rochester NY 14604. (716) 546-7180.

North Carolina

A. Continuing Education Services, Department of Community Colleges, 200 West Jones, Raleigh, NC 27603-1337. (919) 733-4791.

B. Migrant Education, State Department of Public Instruction, Raleigh, NC 29611. (919) 733-3972.

C. Monitor Advocate, North Carolina Employment Security Commission, 700 Wade Avenue, P.O. Box 25903, Raleigh, NC 27611. (919) 733-6404.

D. Region IV: 101 Marietta Tower, Suite 1221, Atlanta, GA 30323. (404) 331-2316.

E. Farmworkers Legal Services of North Carolina, 112 South Blount Street, P.O. Box 26626, Raleigh, NC 27611. (919) 821-5869.

F. Telamon Corporation, 3937 Western Boulevard, P.O. Box 33315, Raleigh, NC 27636-3315. (919) 851-7611.

North Dakota

A. Director, Adult Education, Department of Public Instruction, 9th Floor, State Capitol Building, Bismarck, ND 58505. (701) 224-2393.

B. Chapter 1, Migrant Administrator, Department of Public Instruction, 600 Boulevard East, Bismarck, ND 58505. (701) 224-2282.

C. Monitor Advocate, North Dakota Job Service, 1000 East Divide Avenue, P.O. Box 1537, Bismarck, ND 58502. (701) 224-3060.

D. Region V: 105 West Adams Street, 17th Floor, Chicago, IL 60606. (312) 353-1385.

E. Southern Minnesota Regional Legal Services, Migrant Legal Services, 7221/2 First Avenue, North Fargo, ND 58102. (701) 232-8872.

F. North Dakota Opportunities, 15 South 21st Street, P.O. Box 608, Fargo, ND 58207-0608. (701) 293-5959.

Ohio

A. Associate Director, Adult and Community Education, Division of Educational Services, Ohio Department of Education, 65 South Front Street, Room 812, Columbus, OH 43212. (614) 466-4962.

B. Division of Federal Assistance, 933 High Street, Worthington, OH 43085, (614) 466-4161, ext. 249.

C. Monitor Advocate, Ohio Bureau of Employment Services, 899 East Broad Street, Columbus, OH 43215. (614) 644-7292.

D. Region V: 105 West Adams Street, 17th Floor, Chicago, IL 60606. (312) 353-1385.

E. Advocates for Basic Legal Equity, 740 Spitzer Building, 520 Madison Avenue, Toledo, Ohio 43604. (419) 255-0814.

F. Ohio Farmworker Opportunities, 541 Pearl Street, P.O. Box 186, Bowling Green, OH 43402. (419) 354-3548.

Oklahoma

A. Adult Education Section, Oklahoma Department of Education, State Department of Education, Oliver Hodge Memorial Education Building, 2500 North Lincoln Boulevard, Room 180, Oklahoma City, OK 73105. (405) 521-3321.

B. Director, Chapter 1, State Department of Education, 2500 North Lincoln Boulevard, Suite I-33, Oklahoma City, OK 73105. (405) 521-2847.

C. Monitor Advocate, Oklahoma Employment Security Commission, Will Rogers Memorial Building, Oklahoma City, OK 73105. (405) 557-7255.

D. Region VI: 1200 Main Tower Building, Dallas, TX 75202. (214) 767-3879.

E. Legal Aid of Western Oklahoma, 506 Frisco Street, P.O. Box 966, Clinton, OK 73601. (405) 323-6450.

F. ORO Development Corporation, 1104 Classen Drive, Oklahoma City, OK 73103. (405) 272-0396.

Oregon

A. Director, Community College Instruction Services, Office of Community Colleges, 700 Pringle Parkway, Salem, OR 97310. (503) 378-8585.

B. Coordinator, Migrant Education, 700 Pringle Parkway SE, Salem, OR 97310. (503) 373-1378.

C. Monitor Advocate, ES Field Operations, Employment Division, 875 Union Street NE, Room 201, Salem, OR 97311. (503) 378-5445.

D. Region X: 2201 Sixth Avenue, Seattle, WA 98121. (206) 442-0430.

E. Oregon Legal Services, Central Office, 516 SE Morrison, Suite 1000, Portland, OR 97214. (503) 234-1534.

F. Oregon Human Development Corporation, 9620 SW Barbur Boulevard, Suite #110, Portland, OR 97219. (503) 245-2600.

Pennsylvania

A. Division of Adult Education and Training Program, Department of Education, 333 Market Street, Harrisburg, PA 17126. (717) 787-5532.

B. Migrant Education Coordinator, State Department of Education, 333 Market Street, 7th Floor, Harrisburg, PA 17108-0333. (717) 783-6467.

C. Monitor Advocate, Office of Employment Security, Department of Labor and Industry, Seventh and Forster Streets, Room 1124-A, Harrisburg, PA 17121. (717) 787-6873.

D. Region III: P.O. Box 13716, Philadelphia, PA 19101. (215) 596-6637.

E. Friends of Farmworkers, Inc., 3156 Kensington Avenue, 7th Floor, Philadelphia, PA 16134-2483. (215) 427-4885.

F. Pennsylvania Farmworker Opportunities, 2331 Market Street, 2nd Floor, Camp Hill, PA 17701. (717) 731-8120.

Rhode Island

A. Adult Education Specialist, State Department of Education, 22 Hayes Street, Room 222, Roger Williams Building, Providence, RI 02908. (401) 277-2691.

B. Coordinator, LEP Unit, State Department of Education, 22 Hayes Street, Providence, RI 02908. (401) 277-3037.

C. Monitor Advocate, Department of Employment Security, 24 Mason Street, Providence, RI 02903. (401) 277-3726.

D. Region I: John F. Kennedy Federal Building, Boston, MA 02203. (617) 565-1420.

E. Rhode Island Legal Services, 77 Dorrance Street, Providence, RI 02903. (401) 274-2652.

F. None Listed

South Carolina

A. Office of Adult Education, State Department of Education, Rutledge Building, Room 209, 1429 Senate Street, Columbia, SC 29201. (803) 734-8070.

B. State Migrant Supervisor, State Department of Education, 1006 Rutledge Building, 1429 Senate Street, Columbia, SC 29201. (803) 734-8109.

C. Monitor Advocate, South Carolina Employment Security Commission, 1550 Gadsden Street, P.O. Box 995, Columbia, SC 29202. (808) 737-2660.

D. Region IV: 101 Marietta Tower, Suite 1221, Atlanta, GA 30323. (404) 331-2316.

E. Charleston Neighborhood Legal Services, 438 King Street, Charleston, SC 29403. (803) 722-0107.

F. Telamon Corporation, 1413 Calhoun Street, P.O. Box 12217, Capital Station, Columbia, SC 29211-2217. (803) 256-7411.

South Dakota

A. Division of Elementary and Secondary Education, KNEIP Building, Pierre, SD 57501. (605) 773-4716.

B. State Chapter 1 Coordinator, Division of Education, 700 Governor's Drive, Pierre, SD 57501-2293. (605) 773-3218.

C. Monitor Advocate, South Dakota Department of Labor, 607 North Fourth Street, P.O. Box 730, Aberdeen, SD 57401. (605) 622-2322.

D. Region IV: 101 Marietta Tower, Suite 1221, Atlanta, GA 30323. (404) 331-2316.

E. Black Hills Legal Services, 429 Kansas City, Suite 4, P.O. Box 1500, Rapid City, SD 57709. (605) 342-7171.

F. South Dakota Opportunities, 421 South Pierre, Pierre, SD 57501. (605) 224-0454.

Tennessee

A. Division of Adult and Community Education, State Department of Education, 1130 Menzler Road, Nashville, TN 37210. (615) 741-2963.

B. Coordinator, Migrant Education, State Department of Education, Room 135, Cordell Hull Building, Nashville, TN 37219. (512) 741-0628.

C. Monitor Advocate, Tennessee Department of Employment Security, Cordell Hull Bldg., C-1114, Nashville, TN 37219. (615) 741-2834.

D. Region IV: 101 Marietta Tower, Suite 1221, Atlanta, GA 30323. (404) 331-2316.

E. None Listed.

F. Tennessee Opportunity Programs for Seasonal Farmworkers, Inc., 2803 Foster Avenue, Nashville, TN 37210. (615) 833-8754.

Texas

A. Program Director, Adult Education, Division of Adult Education/Employment & Training, Funding and Compliance, Texas Education Agency, 1701 North Congress Avenue, Austin, TX 78701. (512) 463-9294.

B. Director, Division of Special Programs, Texas Education Agency, 1701 North Congress Avenue, Austin, TX 78701. (512) 463-9067.

C. Monitor Advocate, Texas Employment Commission, TEC Building, Room 264, Austin, TX 78778. (512) 463-2533.

D. Region VI: 1200 Main Tower Building, Dallas, TX 75202. (214) 767-3879.

E. Texas Rural Legal Aid, 259 South Texas Street, Weslaco, TX 78596. (512) 968-9574.

F. Motivation Education & Training, Inc., 307 North College Avenue, P.O. Box 1749, Cleveland, TX 77328-1749. (713) 592-6483.

Utah

A. Adult Education Services, Utah Office of Education, 250 East 5th South Street, Salt Lake City, UT 84111. (801) 538-7844.

B. Migrant Education Program, Utah State Office of Education, 250 East 500 South, Salt Lake City, UT 84111.

C. Monitor Advocate, Utah Department of Employment Security, P.O. Box 11249, Salt Lake City, UT 84147. (801) 533-2733.

D. Region VIII: Federal Building, 1061 Stout Street, Denver, CO 80294. (303) 844-6163.

E. Utah Legal Services, Inc., 124 South 400 East, 4th Floor, Salt Lake City, UT 84111. (801) 328-8891.

F. Office of Job Training for Economic Development, 324 South State Street, Suite # 210, Salt Lake City, UT 84111. (801) 538-8769.

Vermont

A. Consultant, Adult Education, Senate Office Building, Montpelier, VT 05602. (802) 828-3131.

B. Migrant Education Program, 500 Dorset Street, South Burlington, VT 05403. (802) 658-6342.

C. Monitor Advocate, Department of Employment and Training, Green Mountain Drive, P.O. Box 488, Montpelier, VT 05602. (802) 229-0311.

D. None Listed.

E. Vermont Legal Aid, Inc., 12 North Street, P.O. Box 1367, Burlington, VT 05402-1367. (802) 863-2871.

F. Central Vermont Community Action Council, 15 Ayers Street, Barre, VT 05641.(802) 330-7006.

Virginia

A. Associate Director, Adult Education, Department of Education, Commonwealth of Virginia, P.O. Box 6Q, Richmond, VA 23216. (804) 225-2075.

B. Division of Compensatory Education, ECTA, Chapter 1, State Department of Education, P.O. Box 6Q, Richmond, VA 23216. (804) 225-2911.

C. Monitor Advocate, Virginia Employment Commission, P.O. Box 1358, Richmond, VA 23211. (804) 786-6094.

D. Region III: P.O. Box 13716, Philadelphia, PA 19101. (215) 596-6637.

E. Peninsula Legal Aid Center, Inc., 1214 Kecoughtan Road, P.O. Box 1376, Hampton, VA 23661. (804) 247-6621.

F. Telamon Corporation, 6964 Forest Hill Avenue, Richmond VA 23230-4793. (804) 358-9109.

Washington

A. Director, Adult Education, Community/Interagency Services Section, Old Capitol Building, Olympia, WA 98504. (206) 753-6748.

B. Supplementary Education Programs, Division of Instructional Programs and Services, Office of the Superintendent of Public Instruction, Old Capitol Building, Olympia, WA 98504. (206) 753-1013.

C. Monitor Advocate, Department of Employment Security, Employment Security Building, 212 Maple Park, KG-11, Olympia, WA 98504. (206) 586-2241.

D. Region X: 2201 Sixth Avenue, Seattle, WA 98121. (206) 442-0430.

E. Evergreen Legal Services, 120 Sunnyside Avenue, P.O. Box 430, Granger, WA 98932. (509) 854-1488.

F. Washington Human Development, 4636 East Marginal Way South, Suite # 108, Seattle, WA 98134. (206) 762-5192.

West Virginia

A. Assistant Director, Adult Education, Building 6, Unit B-230, State Capitol Complex, 1900 Washington Street East, Charleston, WV 25305. (304) 348-6318.

B. Director, Compensatory Education, State Department of Education, Capitol Complex, Building 6, Room 252, Charleston, WV 25305. (304) 348-3368.

C. Monitor Advocate, Department of Employment Security, State Office Building, 112 California Avenue, Charleston, WV 25305. (304) 348-9180.

D. Region III: P.O. Box 13716, Philadelphia, PA 19101. (215) 596-6637.

E. West Virginia Legal Services Plan, Inc., 400 West Martin Street, P.O. Box 1898, Martinsburg, WV 25401. (304) 263-8871.

F. Telamon Corporation, 100 Williamsport Avenue, Martinsburg, WV 25401. (304) 263-0916.

Wisconsin

A. Supervisor, Adult Basic Education, Wisconsin Board of Adult, Voc/Tech Education, 310 Price Place, P.O. Box 7874, Madison, WI 53707 (608) 267-9684.

B. Special Needs Section, State Department of Public Instruction, 125 South Webster Street, Box 7841, Madison, WI 53707. (608) 226-2690.

C. Monitor Advocate, Job Service Division, Department of Industry, Labor and Human Relations, P.O. Box 7903, Madison, WI 53707. (608) 266-2396.

D. Region V: 105 West Adams Street, 17th Floor, Chicago, IL 60606. (312) 353-1385.

E. Legal Action of Wisconsin, 31 South Mill Street, P.O. Box 9686, Madison, WI 53715. (608) 256-3304.

F. Division of Employment and Training Policy, Department of Industry, Labor and Human Relations, 201 East Washington Avenue, Room 231-X, P.O. Box 7972, Madison, WI 53707. (608) 266-1150.

Wyoming

A. Coordinator, Adult Education, Wyoming Department of Education, Hathaway Building, Cheyenne, WY 82002. (307) 777-6228.

B. Coordinator, ECTA, Chapter 1, Wyoming Department of Education, Hathaway Building, Cheyenne, WY 82002. (307) 777-6239.

C. Monitor Advocate, Employment Security Commission, P.O. Box 2760, Casper, WY 82602. (307) 235-3615.

D. Region VIII: Federal Building, 1061 Stout Street, Denver, CO 80294. (303) 844-6163.

E. Legal Aid Services, Inc., 203 South Main, Sheridan, WY 82801. (307) 674-4421.

F. Northwestern Community Action Programs of Wyoming, Inc., 19221/2 Robertson, P.O. Box 158, Worland, WY 82401. (307) 347-6185.

CAMP AND HEP ADDRESSES

COLLEGE ASSISTANCE MIGRANT PROGRAM (CAMP)

California

Director, CAMP, California State University, 6000 J Street, Sacramento, CA 95829. (916) 278-5855.

Director, CAMP, California State University, Maple & Shaw Avenues, Fresno, CA 93740. (209) 278-4768.

Colorado

Director, CAMP, University of Colorado/Boulder, Campus Box #19, Boulder, CO 80309. (303) 492-8818.

Idaho

Director, CAMP, Boise State University, Department of Teacher Education, 1910 University Drive, Boise, ID 83725. (208) 385-1754.

Oregon

Director, CAMP, Office of Academic Affairs, Oregon State University, Corvallis, OR 97331. (503) 737-2111.

Texas

Director, CAMP, St. Edward's University, Inc., 3001 South Congress Avenue, Austin, TX 78704. (512) 448-8626.

HIGH SCHOOL EQUIVALENCY PROGRAM (HEP)

Arkansas

Quachita Baptist University, Office of the President, OBU Station 3678, Arkadelphia, AR 71923. (501) 246-4531.

Colorado

University of Colorado/Regents, Bueno Center, School of Education, Campus Box 249, Boulder, CO 80309. (303) 492-5419.

Florida

University of South Florida, College of Education, Department of Special Education, 4202 Fowler Avenue, Tampa, FL 33620-8350. (813) 974-3410.

Idaho

Boise State University, Department of Teacher Education, 1910 University Drive, Boise, ID 83725. (208) 385-1754.

Maine

Training and Development Corporation, High School Equivalency Program, P.O. Box 1136, 117 Broadway, Bangor, ME 04401. (207) 945-9431.

Maryland

Center for Human Services, 7200 Wisconsin Avenue, Chevy Chase, MD 20815. (301) 654-2550.

Michigan

Western Michigan University, Minority Affairs/Division of Admissions, 2240 Administration Building, Kalamazoo, MI 49008. (616) 387-2000.

Mississippi

HEP Project Director, Mississippi Valley State University, Office of Continuing Education, P.O. Box 125, Itta Bena, MS, 38941. (601) 254-9041.

New Mexico

University of New Mexico, College of Education, Multicultural Education Center, Albuquerque, NM 87131. (505) 277-6018.

Northern New Mexico Community College, Planning and Development, General Delivery, El Rito, NM 87530. (505) 581-4434.

New York

State University of New York, New Paltz, HAB #805, New Paltz, NY 12561. (914) 257-2185.

Oregon

College of Education, 1685 East 17th , Eugene, OR 97403. (503) 346-3531.

Puerto Rico

Catholic University of Puerto Rico, Postal Sub Station #6, Ponce, PR 00732. (809) 843-3265.

Inter American University of Puerto Rico, San German Campus, Box 5100, San German, PR 00753. (809) 892-1095, ext. 368.

Tennessee

Director, HEP, University of Tennessee, College of Education, 20466 Terrace Avenue, Knoxville, TN 37996. (615) 974-7928.

Texas

Director, HEP, University of Texas at El Paso, El Paso, TX 79968. (915) 747-5567.

Pan American University, 1201 West University Drive, Edinburg, TX 78539. (512) 381-2521.

Southwest Texas State University, School of Education, San Marcos, TX 78666. (512) 245-2438.

SER-Jobs for Progress, Inc., 2000 San Jorge Avenue, Laredo, TX 78040. (214) 631-3999.

University of Houston, College of Education, 4800 Calhoun, Suite 405FH, Houston, TX 77004. (713) 749-2193.

Vermont

Central Vermont Community Action Council, Inc., 15 Ayers Street, Barre, VT 05641. (802) 479-1053.

Washington

Washington State University, Department of Education, HEP, Pullman, WA 99164. (509) 335-5652.

Wisconsin

Dean, Continuing Education and Business Outreach, Milwaukee Area Technical College, High School Relations, 700 West State Street, Milwaukee, WI 53233. (414) 278-6963.

LIST OF NATIONAL RESOURCES

American Association for Adult and Continuing Education (AAACE), 1201 16th Street, Suite 301, Washington, DC 20036. (202) 822-7866.

American Vocational Association, Special Needs Division (AVA/SND), 1415 King Street, Alexandria, VA 22314. (703) 683-3111.

Center on Education and Training for Employment, The Ohio State University, 1900 Kenny Road, Columbus, OH 43210. (800) 845-4815.

Commission on Agricultural Workers, 1825 Connecticut Avenue NW, Suite 511, Washington, DC 20009. (202) 673-5348.

ERIC Clearinghouse on Adult, Career, and Vocational Education, The Ohio State University, 1900 Kenny Road, Columbus, OH 43210. (800) 848-4815.

ERIC Clearinghouse on Language and Linguistics, Center for Applied Linguistics, 1118 22nd Street NW, Washington, DC 20037. (202) 429-9292.

Even Start Program, Compensatory Education Programs, U.S. Department of Education, 400 Maryland Avenue SW, Room 2043. Washington, DC 20202. (202) 732-4682.

Family English Literacy Programs, Office of Bilingual Education and Minority Language Affairs, U.S. Department of Education, 400 Maryland Avenue SW, Room 5620, Washington, DC 20202. (202) 732-5728.

Head Start Bureau, Department of Health and Human Services, P.O. Box 1182, Washington, DC 20202, (202) 245-0572.

Mexican American Legal Defense and Educational Fund (MALDEF), 634 South Spring Street, 11th Floor, Los Angeles, CA 90014. (213) 629-2512.

National Alliance of Business Special Library on Employment and Training, Washington, DC. (Open to the public by appointment.) (202) 289-2910.

National Association for Bilingual Education (NABE), 1201 16th Street NW, Washington, DC 20036. (202) 822-7870.

National Association of Latin Elected Officials (NALEO) Educational Fund, 708 G Street, Washington, DC 20003. (202) 546-2536.

National Association of Vocational Education Special Needs Personnel (NAVESNP), Center for Vocational Personnel Preparation, Reschini House, Indiana University of Pennsylvania, Indiana, PA 15705. (412) 357-4434.

National Center for Family Literacy, One Riverfront Plaza, Suite 608, Louisville, KY 40202. (502) 584-1133.

National Center for Research in Vocational Education, The Ohio State University, 1960 Kenny Road, Columbus, OH, 43210-1090.

National Clearinghouse on Literacy Education, 1118 22nd Street NW, Washington, DC 20037. (202) 429-9292, 429-9551.

National Coalition for Vocational Education for Limited English Speakers, Employment Training Center, 816 South Walter Reed Drive, Arlington, VA 22204. (703) 486-2777.

National Council of La Raza Publications, 810 First Street NE, Suite 300, Washington, DC 20002. (202) 289-1380.

National Immigration Law Center (formerly National Center for Immigrants' Rights), 1636 West Eighth Street, Suite 215, Los Angeles, CA 90017. (213) 486-2531.

National Migrant Resource Program, Inc., 2512 South IH-35, Suite 220, Austin, TX, 78704. (512) 447-0770.

Office of Bilingual Education and Minority Languages Affairs (OBEMLA), U.S. Department of Education, Reporters Building, Room 505, 400 Maryland Avenue SW, Washington, DC 20202. (202) 472-3520.

Office of Civil Rights, U.S. Department of Education, 330 C Street SW, Mary Switzer Building, Room 5000, Washington, DC 20202-1100. (202) 732-1213.

Office of Migrant Education, Office of Elementary and Secondary Education, U.S. Department of Education, 400 Maryland Avenue SW, Room 2145, Washington, DC 20202-6134. (202) 401-0740.

Office of Refugee Resettlement, U.S. Department of Health and Human Services, 370 L'Enfant Promenade SW, Washington, DC 20447. (202) 252-4545.

Office of Vocational and Adult Education, Bilingual Vocational Education Program, U.S. Department of Education, Mary Switzer Building, Room 4512, 400 Maryland Avenue SW, Washington, DC 20202-7242. (202) 732-2365.

Teachers of English to Speakers of Other Languages (TESOL), 1118 22nd Street, NW, Washington, DC 20037. (202) 625-4569.

SPECIAL RESOURCES

Adult Education Resource Center, Glassboro State College, 307 Girard Road, Glassboro, NJ 08028. (609) 863-7131.

Aguirre International, 411 Borel Avenue, Suite 402, San Mateo, CA 94402. (415) 349-1842.

American Farm Bureau, 600 Maryland Avenue SW, Washington, DC 20024. (202) 484-3612.

Association of Farmworker Opportunity Programs, 408 Seventh Street SE, Washington, DC 20003. (202) 543-3443.

Business Council for Effective Literacy, 1221 Avenue of the Americas, 35th Floor, New York, NY 10020. (212) 512-2415.

California Department of Housing and Community Development, 1800 3rd Street, 3rd Floor, Sacramento, CA 95814. (916) 445-4782.

California Institute for Rural Studies, 221 G Street, Suite 204, P.O. Box 2143, Davis, CA 95617. (916) 756-6555.

California Rural Legal Assistance, 2111 Mission Street, Suite 401, San Francisco, CA 94110. (800) 553-4503.

CATA (El Comité de Apoyo a los Trabajadores Agrícolas) Farmworkers' Support Committee, P.O. Box 458, Glassboro, NJ 08028. (609) 881-2507.

Center for Applied Linguistics, 1118 22nd Street NW, Washington, DC 20037. (202) 429-9292, 429-9551.

Center for Immigration Studies, 1424 16th Street NW, Suite 603, Washington, DC 20036. (202) 328-7228.

Clearinghouse on Adult Education and Literacy, 400 Maryland Avenue SW, Mary E. Switzer Building, Washington, DC 20202-7240.

Comprehensive Adult Student Assessment System, (CASAS) c/o San Diego Community College District Foundation, Inc., 2725 Congress Street, #1-M, San Diego, CA 92110. (619) 298-4681.

Congressional Research Service, Library of Congress. (Materials and services may be obtained through the district office of each Member of Congress.)

ERIC Document Reproduction Service, 3900 Wheeler Avenue, Alexandria, VA 22304-6409. (800) 227-3742.

Interagency Committee on Migrants, c/o Farmworker Justice Fund, Inc., P.O. Box 53396, Washington, DC 20009. (202) 462-8192.

International Consultants, Inc., 1915 Hyde Street No.2, San Francisco, CA 94109. (415) 775-7255.

La Cooperativa Campesina de California, 2222 N Street, Sacramento, CA 95816. (916) 442-4791.

La Familia Program, California State Department of Education (Migrant Education), 510 College Street, Woodland, CA 95695. (916) 666-1977.

Language and Communication Associates, 1118 22nd Street NW, Washington, DC, 20037. (202) 223-6588.

Linguametrics, Inc., 5866 Harbord Street, Oakland, CA 94611. (415) 547-8328.

Literacy Volunteers of America, Inc., 5795 Widewaters Parkway, Syracuse, NY 13214. (315) 445-8000.

Micro Methods, Inc., 2810 Webster Street, Berkeley, CA 94705. (415) 644-0437.

Midwest Association of Farmworker Organizations, c/o Harvest America Corporation, 14th and Metropolitan, Kansas City, KS. (913) 342-2121.

Northwest Educational Cooperative, 1855 Mount Prospect Road, Des Plaines, IL 60018. (708) 803-3535.

Project Even Start, Adult Education and Literacy Programs, Superintendent of Public Instruction, Old Capitol Building, FG-11, Olympia, WA 98504. (206) 753-6657.

Push Literacy Action Now, 1332 G Street SE, Washington, DC 20003. (202) 547-8903.

Rural Community Assistance Corporation, 2125 19th Street, Suite 203, Sacramento, CA 95818. (916) 447-2854.

The Barbara Bush Foundation for Family Literacy, 1002 Wisconsin Avenue NW, Washington, DC 20007. (202) 338-2006.

The Rockefeller Foundation, Equal Opportunity Program, 1133 Avenue of the Americas, New York, NY 10036. (212) 869-8500.

Velarde & Company, Human & Organization Development, 5658 Laguna Quail Way, Elk Grove, CA 95758. (916) 684-1411.

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GLOSSARY OF ACRONYMS

AB/CE	Adult Basic/Continuing Education
ABE	Adult Basic Education
ABLE	Adult Basic Learning Examination
AERC	Adult Education Resource Center
AESL	Adult English as a Second Language
AFDC	Aid to Families with Dependent Children
AFOP	Association of Farmworker Opportunity Programs
APL	Adult Performance Level
ASTD	American Society for Training and Development
AVA	American Vocational Association
BASE	Basic Adult Survival English
BEST	Basic English Skills Test
BOCES	Board of Cooperative Educational Services
BVMMT	Bilingual Vocational Materials, Methods, and Techniques
BVOP	Bilingual Vocational Oral Proficiency
BVT	Bilingual Vocational Training
CAEL	Cooperative Assessment of Experiential Learning
CAI	Computer-Assisted Instruction
CAL	Center for Applied Linguistics
CAMP	College Assistance Migrant Program
CASAS	Comprehensive Adult Student Assessment System
CAT	California Achievement Test
CBAE	Competency-Based Adult Education
CBM	Curriculum-Based Measures
CBO	Community-Based Organization
CCP	Comprehensive Competencies Program
CETA	Comprehensive Employment Training Act
CMI	Computer-Managed Instruction
CREST	Criterion-Referenced English Syntax Test
CSBG	Community Services Block Grant
CSCD	Center for Successful Child Development
CVAE	Coordinated Vocational Academic Education
DOL	U.S. Department of Labor

ELPS	English Language Proficiency Survey
ELSA	English Language Skills Assessment
EOE	Equal Opportunity Employer
ERIC	Education Research and Information Clearinghouse
ESL	English as a Second Language
ESLOA	ESL Oral Assessment
ESOL	English for Speakers of Other Languages
ESP	English for Specific Purposes
FLAR	Family Learning and Resource Center
GATB	General Aptitude Test Battery
GED	General Education Development (or Diploma)
H2A	See RAW
HELP	Home Education in Literacy and Parenting
HEP	High School Equivalency Program
HHS	U.S. Department of Health and Human Services
IAB	Industrial Advisory Board
INS	U. S. Immigration and Naturalization Service
IRCA	Immigration Reform and Control Act (1986)
ISD	Instructional Service Delivery
JOBS	Job-Oriented Basic Skills
JTPA	Job Training Partnership Act
LAB	Language Assessment Battery
LAS	Language Assessment Series
LEA	Local Education Agency
LEP	Limited English Proficiency
LERN	Learning Resources Network
LVA	Literacy Volunteers of America
MELT	Mainstream English Language Training
MET	Motivation Education & Training, Inc.
MIS	Management Information System
MSRTS	Migrant Student Record Transfer System
NABE	National Association for Bilingual Education
NAEP	National Assessment of Educational Progress
NAWS	National Agricultural Worker Survey
NCBE	National Clearinghouse on Bilingual Education

NCEA	National Community Education Association
NCLE	National Clearinghouse on Literacy Education
OBEMLA	Office of Bilingual Education and Minority Languages Affairs
OERI	Office of Educational Research and Improvement
OJT	On the Job Training
ORR	Office of Refugee Resettlement
OVAE	Office of Vocational and Adult Education
PALS	Parent-Aided Learning Sequence
PASS	Portable Assisted Study Sequence
PLUS	Project Literacy U.S.
RAW	Replenishment Agricultural Worker (farmworker)
RIF	Reading is Fundamental
SABE	Spanish Adult Basic Education
SARB	School Attendance and Review Board
SAW	Special Agricultural Worker (farmworker)
SLIAG	State Legalization Impact Assistance Grant
SLOTE	Second Language Oral Test of English
SPL	Student Performance Level
STALD	Screening Test for Adult Learning Difficulties
SUNY	State University of New York
TABE	Test of Adult Basic Education
TESOL	Teachers of English to Speakers of Other Languages
TFP	Tutoring for Parents
TOEFL	Test Of English as a Foreign Language
USWE	Using Spoken and Written English
VABE	Vocational ABE
VELT	Vocational ELT
VESL	Vocational English as a Second Language
VISTA	Volunteers in Service to America
WRAT	Wide Range Achievement Test